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EFFECTS OF CONGESTION ON MOBILITY IN NEW JERSEY

HEARING

BEFORE A

SUBCOMMITTEE OF THE

COMMITTEE ON APPROPRIATIONS

UNITED STATES SENATE

ONE HUNDREDTH FIRST CONGRESS

SECOND SESSION

FIELD HEARING

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CONTENTS

	Page
Opening remarks of Senator Lautenberg	1
Statement of Thomas M. Downs, commissioner, New Jersey Department of Transportation	4
Prepared statement	6
Statement of Hon. Walter Rand, State senator from New Jersey	17
Prepared statement	19
Statement of Hon. Bennett D. Mazur, State senator from New Jersey	20
Statement of Philip K. Beachem, executive vice president, New Jersey Alliance for Action	30
Prepared statement	33
Statement of Matthew Edelman, manager, Transcom	35
Prepared statement	38
Tom Batz, manager, Technology Development Program	35

EFFECTS OF CONGESTION ON MOBILITY IN NEW JERSEY

TUESDAY, JUNE 5, 1990

U.S. SENATE,
SUBCOMMITTEE ON TRANSPORTATION
AND RELATED AGENCIES,
COMMITTEE ON APPROPRIATIONS,
Trenton, NJ.

The subcommittee met at 9:30 a.m., in room 334, the State House Annex, Hon. Frank R. Lautenberg (chairman) presiding.

Present: Senator Lautenberg.

NONDEPARTMENTAL WITNESSES

OPENING REMARKS OF SENATOR LAUTENBERG

Senator LAUTENBERG. We will call this Subcommittee on Transportation of the Appropriations Committee of the U.S. Senate to order. We are pleased to have the opportunity to be back here in New Jersey to discuss the problems we have become all too familiar with. The problem is, simply put, traffic congestion.

Unfortunately, New Jersey is not alone in this. The Federal Highway Administration has estimated that 2 billion hours are wasted each year in traffic. And that is an inexcusable waste of resources—whether you are talking about the gasoline consumption or the air pollution or just the inconvenience of commuters who rack up those 2 billion hours of wasted time.

Commuting should not be a second career. It should not even be anybody's hobby. But, more and more, people are spending productive hours in their cars unproductively stuck in traffic jams. It is time that could be better spent at home, with families, at the office, or just plain enjoying the many opportunities we have in this State of ours.

I recently asked the General Accounting Office [GAO] to look at the problem of traffic congestion and what is being done about it. Their findings were troubling, but not unexpected. GAO found that, barring significant action, traffic delays in metropolitan areas could triple by the year 2005. I guess you could say, "You ain't seen nothing yet." The prediction might even be conservative. Other studies have projected increases at more than 400 percent.

Just think of what this might mean. Think of the time so many commuters now spend stuck in traffic, and multiply that by three or even four times. At this rate, the only way to spend time with

family may be to live in a mobile home and use that for commuting.

This is clear proof that our thinking about transportation has to change. This country has, for years, made a priority of building a national system of roads and highways. But now those roads are turning into giant parking lots. We have succeeded in moving people from coast to coast and city to city. But now, commuting patterns are changing. And an estimated 25,000 people a year in New Jersey are switching to a suburb-to-suburb commute instead of into a neighboring metropolitan city. We need to meet that challenge.

And if we do not, we could be in for very serious trouble. Our environment is suffering as exhaust pours out from thousands of cars and trucks and buses stuck on our roads each day. We have got to do better to clean up our air; and better, more efficient transportation has to be part of the solution.

I think everyone is aware of the fact that we now have a clean air bill under consideration. It has passed the House and passed the Senate, and it is going to be conferred between the two Houses very shortly. And a principal factor, of course, in the production of air pollution is our automobile, bus, and truck traffic.

Our economy is also suffering. A recent survey reported that 34 percent of employers in one part of New Jersey are having trouble hiring workers because of the transportation problems. In our State, transportation is the center of our economic well-being. The ports of New York, of Newark, Elizabeth, and the Delaware River, are among the busiest in the country. But there are two sides to any port, the water side and the land side. And, if we cannot move goods on the ground, shippers will not keep bringing them in on the water.

And that could mean loss of jobs and more expensive products for New Jersey's consumers.

There are things we can do and must do to relieve congestion. And, in this hearing, we will explore what some of those things are and what is being done to implement them.

Now, I would like to cite four areas where, I believe, we need to move more aggressively.

First, we need a more coordinated approach to improving transportation. By trying to get control of New Jersey's independent authorities, Governor Florio is focusing on that need. That coordination also has to come with your neighbors, New York and Pennsylvania. And the goal of all this coordination should be action. In too many cases—and the Hudson River is one particular example—the State department of transportation over the last few years has developed more plans than it has completed action. With the new, aggressive leadership in the State, I hope that that is going to change. We will be discussing that very shortly with Transportation Commissioner Downs.

Second, we need to look at alternatives. This is not a problem that we are going to be able to pave our way out of. We need better mass transit. We need high-speed rail that is truly high-speed rail. On a personal basis, I have had the chance to observe it working effectively in France. It befuddles me when I see how antiquated our system is on a relative basis and how little of a commitment

we, as a nation, are willing to make to high-speed rail. It is, frankly, a disgrace. And, if we are going to have a truly balanced transportation network, it must be high-speed rail.

Or we need to continue to make use of old ideas that still work, like ferries. It is kind of ironic. I know that my colleagues in State government, Senator Mazur and Senator Rand, and maybe Senator Rand—Bennett does not remember the ferry complex that we had up in the New York and northern region of New Jersey. I would guess you had a fairly active ferry service between the areas around Camden and Philadelphia. But, New York, I remember it nostalgically. Well, you are so young, Senator Rand, I do not know.

Senator RAND. Thank you, Senator.

Senator LAUTENBERG. It seems odd, to say the least, that we are now reverting back to a system that was made obsolete by our need to speed things across the water.

Third, Federal transportation programs need to provide States with more flexibility in the distribution of their resources or in the use of their resources. Today, these funding programs are locked into rigid formulas. New Jersey gets this much for highways and so much for transit. And those formulas do not meet New Jersey's many needs as we enter the nineties. And so it is with other States across this country, where some States do not have the same interest in mass transit as we, or rail, buses. But they may want to use more of their funds for highways. Well, next year we are going to be reauthorizing the Surface Transportation Program. And I will be working to provide flexibility within those programs so that we can get the kind of funding latitude that we in New Jersey need.

Fourth, we need to research, develop, and deploy new technologies. Now, for several years, I have been pushing the U.S. Department of Transportation to get into the development of what some call smart cars, and that, of course, has to be accompanied by smart highways. This concept would put technology to use in cars and on the roadside to manage and even, perhaps, to avoid congestion. In our little densely populated State, we need to use technology to get the most out of our transportation network.

Last year, I included $3 million in our transportation bill to fund such efforts in our region through a coalition of transportation agencies known as Transcom. Today, we are going to hear what it is that they have been doing with those funds and what role technology can play in helping improve the quality of life for New Jersey's commuters.

Congestion is a serious problem, and it requires serious efforts by the Federal Government, State governments, local governments, and the private sector. Today, we are going to explore what efforts are being made and what more must be done. I look forward to the testimony of our witnesses and would now ask Commissioner Downs to make his statement.

Commissioner, we welcome you. We know that you are not new to transportation matters. We also know that you are not new to transportation problems. If there is such a place where there are no transportation problems, it is going to be pretty remote. I do not think you are going to get a lot of attention, but you have been kind of in the maelstrom of the problems, and we believe that you

are in an excellent position to give us some of your views and advice on how we might solve those problems.

What we are going to try to do is we would ask you to summarize your statement, because the full statement of each of the witnesses will be included in the record. But we would like you to summarize in 5 minutes, so we can have some time for some dialog. With that we welcome you.

NEW JERSEY DEPARTMENT OF TRANSPORTATION

STATEMENT OF THOMAS M. DOWNS, COMMISSIONER

Mr. DOWNS. Senator, first of all, let me say on behalf of all of my staff and on behalf of the Governor, we welcome this opportunity. This is a very rare privilege to have the opportunity to address the chairman of the Transportation Appropriations Subcommittee in our own State. And I, also, at the same time, want to thank you personally for the kind of strategic vision that you have had about committee assignments.

I cannot think of anything more important to New Jersey—maybe, it is my own perspective, but you said it, and that is, New Jersey is transportation. It is the most intensely developed and most intensely traveled State in the United States. I think transportation is our future, and you have made the right choices in terms of the committees, I think, on behalf of New Jersey.

A couple of very quick points, and then I will be glad to respond to some questions.

The President's budget proposal is another in a long series of shell games that the administration has been proposing about how it deals with transportation in the United States. It proposes, again, no growth in the obligation ceiling, and in real terms after inflation and the Federal Highway Administration side, thereby continues the building of the balances in the trust fund, the highway trust fund, when every national study indicates that the infrastructure needs in the United States are rocketing out of control.

The same proposal shows a massive reduction in operating assistance on the transit side for urbanized areas above 1 million in population. In effect, that would mean for New Jersey Transit a reduction of $35 million in the current 38 million dollars' worth of operating assistance. It would practically wreck us at a time when this State has no fiscal capabilities of responding for this year, at least, with additional assistance to New Jersey Transit.

We have just gone through a 9-percent fare increase. We are in the process of going through a 9-percent fare increase. This would be almost another 20-percent fare increase just to make up for the loss of operating assistance. Gutting mass transit assistance is equivalent to giving up on clean air, I think, from the Federal perspective. It is impossible to have an administration in Washington that says that it believes in clean air. And, at the same time, it is walking away from any Federal commitments on the operating side to mass transit. It simply does not make any sense.

One of the key answers to congestion in built, urbanized areas is a viable, aggressive, and innovative mass transit system. The Clean Air Act amendments recognize that by mandating reductions in vehicle miles of travel and the encouragement of the use of public

transit. Yet, it seems the administration cannot keep that in sync with what it takes in terms of commitments to mass transit from the Federal level about both operating assistance and capital.

The Federal formula on our capital side on the New Jersey Transit has been relatively well funded, although not to the same extent we would like to see it in terms of capital commitments. Last year, New Jersey Transit received about $62 million in formula capital and about $40 million in discretionary capital. The State's commitment has been 100 million dollars' worth of State funds per year to New Jersey Transit through the trust fund, a significant commitment of scarce State resources. And, at this point, it is beginning to far overshadow the Federal commitment on even the capital side to mass transit.

The travesty that is created, the other area that I think is essential for New Jersey that you also pointed out, is Amtrak. The shell game that is created by the administration refusing to request funding and then having you try to work through the Gramm-Rudman process to find room in the budget for that essential service for New Jersey is, in effect, a shell game.

There is no national capability of abandoning Amtrak. And, in effect, the administration is hoping that right minds prevail and somehow that money is always found for the continuation of Amtrak, because no one truly wants to face the abandonment of rail service, particularly when everyone is beginning to realize that there is an understanding and a commitment to potentially high-speed rail. And, if you are abandoning Amtrak, you are abandoning a commitment to even moderate-speed rail.

And New Jersey is—particularly, being on the Northeast corridor, both in its capital and operating side, the loss of Amtrak for New Jersey would incur an additional $31 million operating cost for New Jersey Transit just in operation in the Northeast corridor alone.

One area that I think there is a bright future for New Jersey, and that is in some of the areas of transportation systems management. We have been aggressive about ride sharing, and, although that is considered sometimes the softest transportation area—ride sharing, carpooling, vanpooling—there has been an aggressive growth of that in the State of New Jersey. And there needs to be a more defined Federal role, perhaps even an incentive for States participating with providers of ride sharing and vanpooling.

We have been encouraging locally the formation of transportation management associations. And there are currently six incorporated TMA's in the State, and they have cumulatively, so far, removed about 30,000 single-occupant vehicles from the roadways. And I think there could be also a defined Federal role for encouraging and supporting transportation management associations.

Another area that we are going to be a lot more aggressive in the future is traffic signalization synchronization projects for traffic flow. It is the early grandfather of smart highway technology. It is how you begin to manage roadways better. I think it could appropriately be tagged as a top Federal priority given the concern about air pollution and congestion and might benefit from a higher match ratio recognized in the program, say, even a 90 to 10 match ratio, given these benefits on reducing congestion and air pollution.

They are relatively cheap in terms of project implementation. The most massive signalization project hardly ever runs above $10 million. It is a way of improving flow, and it should be recognized, I think, at some point in the authorization process.

The last point that I would make about New Jersey is intermodal connections. We have been driven by not only modal funding sources for highways and airports and mass transit, but we are also driven by the fact that a lot of our money is captured by authorities and kept there. One of the things that that has left us with is a system that does not meet very well. Oftentimes, the turnpike does not talk to the port authority about the port access or the airport access. We do not talk to each other about highway and mass transit access, for instance, for commuter parking facilities, for high-occupancy vehicle lanes, for the initial stages of smart highways to manage high-occupancy vehicles better on the roadway, to provide time incentives for getting more people into different modes of transportation.

There is now in this day and age a critical need for funding flexibility that does not mush up all of the funding into a restrictive highway program, restrictive transit program, that lets State and local jurisdictions make better transportation decisions. We have a State transportation department; the U.S. Government has a State transportation department. We are not modes anymore. We are a transportation service, as you well know.

And I think the American public, particularly, the public in New Jersey, depends on us to provide a system that they do not have to worry about that gets them to their jobs and reduces air pollution. And that means less structure in the program and more targeted goals, targeted to reducing congestion, reducing air pollution, and improving economic growth and business development. They are not interested in funding highways for mass transit. They want to get from point A to point B.

With that, Senator, I would be glad to answer any questions you may have.

PREPARED STATEMENT

Senator LAUTENBERG. Thanks very much. You covered a fair range of topics there. We have your prepared statement, Mr. Downs, and it will be made part of the record.

[The statement follows:]

STATEMENT OF THOMAS M. DOWNS

Senator Lautenberg, thank you for this opportunity to speak on the effects of the President's proposed budget for fiscal year 1991 on New Jersey's Transportation Program, and on other issues such as congestion and commuting patterns in the State.

The President's proposed budget for 1991, as well as the President's recently released National Transportation Policy, unfortunately would get the Federal Government out of the mass transit business, and freeze highway spending, while large surpluses remain in the Highway Trust Fund. Each year, we in New Jersey count on your leadership to reject the shortsightedness of ignoring our nation's transportation infrastructure.

The Administration proposals for 1991 would set the highway obligation ceiling at roughly $12 billion. When inflation is factored in, this would amount to about the same level of funding for the coming year in real terms as we received in 1990.

The Administration, however, is proposing to cut over a half a billion dollars of mass transit funding (roughly 20 percent) relative to fiscal year 1990. Included in this cut would be operating assistance for urbanized areas of one million or above in population. Since over 90 percent of NJ Transit's operating assistance falls into this category, New Jersey stands to lose more than $35 million of our current $38 million appropriation. This is clearly unacceptable to a state like ours.

Under the Federal budgetary constraints which exist, one might, at first, tend to react favorably to a funding scenario which, overall, would keep many transportation expenditures close to constant. The facts indicate, however, that the needs for transportation projects and programs continue to increase dramatically, and furthermore, that it is the states and local governments which are the losers.

In the last decade, while the Federal contribution to transportation has remained relatively constant, state and local contributions have more than doubled. The states and local governments now pay over 75 percent of the total costs for highways, and 80 percent of the total costs for mass transit, and will be hard pressed to supply greater percentages.

The longer needed improvements are delayed, the more expensive they become, and the less likely they are to be implemented. Transportation expenditures—be they highway or public transportation—are not only outlays for roads and transit, but they constitute an investment in the nation's economic competitiveness.

Gutting Federal mass transit assistance is equivalent to giving up on the nation's highly urbanized and often most distressed areas, and it represents a conscious decision to permit air quality to worsen in those areas. Again, Senator, we are looking to you for the leadership you have demonstrated in the past to ensure that such a disinvestment does not occur.

In New Jersey we have made a commitment to the stable capital funding of needed transportation programs. As you are aware, in 1984 New Jersey enacted the Transportation Trust Fund with dedicated revenues for transportation programs. The Trust Fund was renewed in 1987 for an additional seven years. The Legislature, however, has capped the annual state commitment from this fund at $365 million. This limit, coupled with the state's financial situation and the proposed Federal funding cuts, leaves us with far too few dollars with which to address critical deficiencies in New Jersey's transportation infrastructure.

If I may, Senator, I would now like to expand upon the critical role of mass transit in our State.

NJ Transit and the transit industry make a significant contribution not only to relieving congestion, but to the economy and the environment as well.

With the imminent enactment of the Clean Air Act Amendments, it is apparent that air quality improvements are a national priority. The Senate clean air bill recognizes the need for strategies to reduce vehicle miles traveled [VMT's], and encourages the use of public transit. Reasonably, this recognition should translate into an expanded role for public transit aided by the Federal Government.

The Administration has proposed a budget for the Urban Mass Transportation Administration that is 25 percent below last year's budget—a reduction achieved almost entirely through the elimination of operating assistance to urbanized areas of more than one million in population.

As I noted earlier, NJ Transit last year received a total of $38.2 million in Federal operating assistance. $35 million of that would be lost under the Administration's current proposal.

The State of New Jersey has already determined that it cannot support any increase in state operating assistance for public transit. In fact, even if Federal operating assistance remained at last year's level, NJ Transit is finding it necessary to implement fare increases and service reductions in order to balance its budget.

Given the State's current fiscal situation, any reduction in Federal operating assistance would mean an additional burden for our riders, either in the form of an additional fare increase, or in the form of more severe future service reductions.

I cannot emphasize too strongly that the state and its transit riders simply cannot afford to absorb any reduction in Federal operating assistance.

Federal capital funding is also essential to NJ Transit's ability to provide effective service. Last year, NJ Transit received $62.5 million in formula capital funding, and $40 million in discretionary capital. The fiscal year 1991 capital program assumes the continuation of that level of funding.

The State of New Jersey has committed $100 million to NJ Transit's fiscal year 1991 capital program through our Transportation Trust Fund. A series of multi-year capital projects are dependent upon continued Federal capital funding.

A few examples of such capital projects include: a mid-life overhaul for 230 Arrow electric rail coaches; the purchase of 50 new push-pull rail cars; the purchase of 15

electric locomotives; and the installation of Centralized Electric Traffic Control [CETC] on the Northeast Corridor [NEC]

These projects will improve the safety and reliability of NJ Transit's commuter rail system, and relieve crowding conditions on some services. As you know, the CETC project is being undertaken jointly by Amtrak and NJ Transit, thanks to your efforts in prior year appropriations.

The Administration budget also proposes to eliminate Federal funding for Amtrak. This proposal would adversely impact the State of New Jersey in two ways.

First, Amtrak's intercity service, which provides New Jerseyites with efficient service to Boston, Washington, and intermediate points, would be crippled. Almost two-thirds of all NJ Transit rail commuters ride on the Northeast Corridor for at least part of their trip.

Secondly, if Amtrak were no longer in existence, it would cost NJ Transit over $31 million to continue to operate commuter service on the Northeast Corridor. Clearly, neither the State nor our commuters can afford this burden.

Beyond maintaining Amtrak's operating budget, Federal capital dollars are essential for Amtrak to sustain improvement efforts on the NEC. In particular, it is essential that Amtrak continue to receive the funding necessary to maintain its portion of the CETC project.

As you know, New Jersey is a corridor state with many complex transportation problems. The New Jersey Department of Transportation has identified 135 separate corridors which are at or above capacity, and another 97 corridors which are approaching capacity. In addition, there are 267 distinct congestion spots throughout the state.

With a system of highways forming a cornerstone, commercial development began to cluster along highway corridors—I-80 in Morris and Warren Counties, I-78 in Somerset and Hunterdon, Route 1 in Mercer and Middlesex, I-287 in Morris, Somerset and Middlesex, Route 206 in Morris and Somerset, and Routes 73, 78, and 70, in Burlington and Camden Counties.

It appears that suburban development, as well as retail services, will continue to follow employers onto these corridors, bypassing the older urban areas.

This development has greatly altered commuting patterns, from a suburb-to-city orientation to a suburb-to-suburb patter. This growth outside of traditional urban areas has greatly surpassed the State's ability to provide adequate mobility, either through the provision of new transportation infrastructure, or by means of traditional public transportation services.

While this pattern of suburban sprawl continues, the traditional commutes, such as the trips into New York and Philadelphia, are also outgrowing our infrastructure.

The NJDOT is aggressively pursuing solutions to these problems. There are several distinct approaches which the Department is utilizing to alleviate congestion.

One method is through system capacity improvements such as adding lanes, widening roadways, or building new highways. There are currently 140 potential projects of this type which are competing for scarce resources. However, with the magnitude of costs and environmental concerns, there is a strong likelihood that the major roadbuilding days in New Jersey are over.

Another method of relieving congestion is through transportation systems management. This entails programs which improve the flow of people and goods along transportation corridors without substantial construction or environmental impact. They can be implemented at relatively low cost.

Programs of this type include:

Promoting ride sharing—including carpools, vanpools, and flex time to reduce peak period traffic—just last year we formed or augmented 470 carpools and 192 vanpools.

Encouraging Transportation Management Associations [TMA's]—local private groups—which facilitate alternatives to single occupance vehicle trips. There are currently 6 incorporated TMA's, which have removed over 29,000 single occupancy vehicles from our roadways.

Synchronization of traffic signals—Traffic signals along a corridor can now be programmed to respond to changing traffic patterns. There are over 300 such systems now in place including downtown Newark and Paterson, as well as Routes 4, 7, and 17.

Promoting the use of mass transit where possible. NJ Transit carriers nearly 600,000 daily passenger trips. Imagine what life would be like in New Jersey with 600,000 additional single occupancy vehicles on our roads each day!

Yet another method to help reduce or address congestion is through education and training of local officials. The Department has written and distributed a publi-

cation entitled, "Managing Transportation in Your Community." This handbook explains the need to incorporate transportation planning into master planning, zoning, subdivision, and site planning.

In our zeal to reduce congestion and air pollution, we must not overlook one of the most important roles of transportation, that of being a catalyst for economic growth. New Jersey's economic health and well-being depends on an efficient and coordinated transportation system.

Finally, if I might, Senator, I would like to take a moment to emphasize what I believe is a key area New Jersey needs to focus on if it is to compete in the world economy—Intermodal connections.

One area I intend to emphasize as Commissioner is fostering interconnectivity of all the various transportation networks which exist in New Jersey and in the region. Good highway access to port facilities, and airport facilities; good interconnections of our various toll roads with the rest of the state and local highway systems; and good transit access and parking

All of these examples are critical to the economic competitiveness of New Jersey and the region. And Senator, as I have noted earlier, we in New Jersey can not—alone—provide for all this. A strong—not a decreasing—Federal commitment is essential.

We are striving to plan a transportation system which will support the economy of the 21st century. An economy which is both national and international. We must take the lead in developing more methods for moving people and goods in the most efficient way possible.

State governments cannot do it alone because need transcends state borders. We need the support from you, Senator, to ensure that the Federal role in transportation funding persists and increases.

We stand ready to assist you however best we can help you continue to fight for the transportation dollars New Jersey needs.

Thank you very much for giving us the opportunity to testify on such an important topic.

REDUCTION IN FEDERAL AID TO HIGHWAY OBLIGATION CEILING

Senator LAUTENBERG. One of the things that I wanted to make mention of was the fact that the Port Authority of New York and New Jersey was unable to join us today. And we are sorry that they are not here; and we, of course, will be talking to them as we do our planning, because the coordination of the various agencies, I think, is a critical thing. And I commend the Governor for his declared intention to put things together so we do know what happens when you get on highway A and have to try to get to highway B or to the bus or the train or what have you. So we look forward to hearing more as those plans move along.

The Bush administration is proposing to reduce the Federal aid to highway obligation ceiling by about $200 million for 1990. Have you done an analysis, yet, of what that might mean to the State?

Mr. DOWNS. Yes; our primary commitment right now is to complete the incomplete segments of the interstate. That is our major draw on the trust fund right now, both the Trenton complex and Highway 287, the funding that we have—more than sufficient State capital to match any increases in the Federal program because of the State's establishment of the transportation trust fund. What happens every time that there is a drawdown on the Federal side is that we are forced to put more State capital into projects that would normally be funded as a partnership with the Federal Government.

The problem is that we are increasingly obligating—we are filling the void, so to speak, in the obligation ceiling process with State funds. That process will exhaust us. This is, in effect, a reduction in the Federal Government's commitment, even to its highway

infrastructure. We are trying to fill the void. Right now, we are, but it is going to exhaust us.

Senator LAUTENBERG. You described the administration's budget as a shell game, and we could find all kinds of appropriate slogans to describe it. What I finally come down with is that it is misleading the American public because what has been proposed is about 1.5 billion dollars' worth of increases requested for FAA and the Coast Guard, two very popular agencies. People know that we have to invest more in the aviation system in order to keep up with the traffic and to keep it safe.

Of course, the Coast Guard keeps getting more assignments, whether it is pollution patrols or drug interdiction or what have you. And we need them for our navigation systems around the State and our recreational boating and commercial fishing industry, you name it.

So they propose putting $1.5 billion into that, and they get it by eliminating Amtrak, something over $600 million, eliminating $600 million from mass transit. Well, we have said that we are sick and tired of it. We are not going to take it anymore. Every year, I go to work and defend Amtrak. I don't know why they try to axe them year after year—Amtrak has got too many friends. There is enough good judgment in the Senate and the Congress. It may surprise some folks. But there is enough good judgment there to say that we have to continue having a national rail passenger system.

So we are not going to let them get by with it. And it is not a pleasant task, because when it appears that you are going to finance one program by taking it away from the Coast Guard or FAA—what we ought to be doing is spending more in these functions altogether.

Well, do you think that the administration's proposal in any way strikes a proper balance between highways and mass transit?

Mr. DOWNS. I have not seen a balance in the last several budget proposals from the administration. And I said, as you well know, it forces you particularly into this Hobson's choice of trying to decide about who gives the most at a time when I think the American public—I think today is the day that there is the initiative referendum in California on doubling the gas tax. And I think that is an indication. I think most of the polls show that that is probably going to pass.

Senator LAUTENBERG. Well, I would not be optimistic about that. We would like to see California carry a greater share because they also contribute an awful lot to the poor air quality.

Mr. DOWNS. But I think it is an indication that the American public is generally willing to pay for capital investments that it sees improve both the quality of their lives and the national productivity. And they know it instinctively. There is a readiness to make some of those investments, but the administration does not seem ready to make the investments that I think are necessary to guarantee America's competitive future or even its ability to stay even with its declining infrastructure.

The answer is that they have ignored most of the increasing costs in infrastructure and shoved them on us at the State level. And the States have tried to shoulder those burdens themselves but are running out of room. There is no real margin left at the

State level to assume the kinds of real term and real dollar reductions in Federal funding.

Senator LAUTENBERG. Well, what happens as we impose more of the burden for financing the systems on the traveler, the commuter, is that we get caught in this vicious cycle of—isn't that correct, of dropped passenger revenues, because people have a choice, and they may say, "Well, let's get back in our cars."

Mr. DOWNS. New Jersey already pays at the office. It is the toll State. If the Federal administration is looking for a model about how States can innovatively use toll roads to fund highways, we did it 40 years ago. If they are looking for ways that transit systems can partially pay their own way, we have the highest farebox recovery ratio of any major transit system in the country. Over 55 percent of our operating costs come out of the passenger, and, as a result, we are suffering declines in ridership. This year we will probably lose another 10,000 riders.

That is the price you pay when you follow the Federal formula that the Bush administration is trying to push. And that is the riders pay more, and the automobiles pay more. And you get very high tolls, and you get declines in mass transit ridership. That is a formula that does not look like a future that has clean air and mobility and economic development in it.

Senator LAUTENBERG. Relative to the administration's proposed cuts in highway, mass transit, and Amtrak, can you single out which of those, which of the three of them, would have the worst impact on the State?

Mr. DOWNS. It is a Hobson's choice. If I was going to pick my mother or my wife or——

Senator LAUTENBERG. Or your kids.

Mr. DOWNS. Or my kids. After having just gone through the massive trauma of a fare increase in New Jersey Transit, the proposed reduction in operation assistance for New Jersey Transit is a killer. I mean, it is hard to imagine what it would mean to take $35 million, $33 million, out of New Jersey Transit now and find the place for it. And it would basically be finding money that does not do us any good. It would not reduce fares. It would not decrease operating efficiencies. It would not do anything for New Jersey Transit except pay for money that was coming from the Treasury and have it come out of the State treasury.

That is the hardest. Economically, I think for the entire region, for New York City, for Philadelphia, for us, the loss of Amtrak far and away——

Senator LAUTENBERG. Devastating.

Mr. DOWNS. Devastating. I do not know how you have a Northeast economy without Amtrak. I do not know how you have the kind of transportation system that we have got without Amtrak. The passengers on Amtrak would either wind up on the road or in the air. And most of them cannot afford the air, and the airport could not handle the passengers. It would ruin us.

Senator LAUTENBERG. If I had a dream, it is to dream that one could travel between Washington and New York via rail, stopping, of course, in Newark and appropriate places in New Jersey, and be able to make that journey in, let's say, 2 hours. The airports would be relieved immediately of congestion. Mr. Trump probably would

not have to sell his shuttle. But it would sure relieve a lot of traffic problems. Amtrak is terrific. I use it all the time. It is a wonderful way to travel.

When making funding decisions on the various modes, various transportation modes, how do States set the priorities among overall mobility, pollution, congestion, economic development? Which of those points gets the most attention?

Mr. DOWNS. First, I think what gets our attention is the infrastructure that is falling down. And, doing our capital master planning, we would come to the realization, with the exception of filling in the gaps in our existing system, we are pretty much out of the new construction business. We cannot afford it because it is in competition with roads and bridges throughout the State that are in desperate need of reconstruction and safety improvements; so that our priority is going primarily to preserving the existing system.

The second tier is reducing congestion and improving air quality through systems management improvements, signalization, safety improvements, roadway separation, grade separation, intersection improvements, safety improvements.

The third tier is when we can make strategic investments that improve our economic viability, that improve our chances for job growth, industrial development in areas, particularly, in the north around the port district and in the south—Brownville, Camden, and Atlantic City—where we can, occasionally, based on strategic——

Senator LAUTENBERG. All of these things are inextricably linked, aren't they? I mean, that is the best part of it. You get all of these things if you have the appropriate system. You continue with your economic development. You are able to provide people who are interested in work jobs because they can get there from here. We continue to be an inviting place for companies to come. And that has been kind of the miracle in New Jersey. This tiny, compact little State with all of these people is able to develop a high-quality economic structure.

But we have to continue to apply whatever skills we have to make this thing go. I mentioned to you that the GAO study predicted enormous traffic increases by the year 2005, somewhere 300, 400 percent. What is New Jersey's experience likely to be if we continue on the same pattern as we are now?

Mr. DOWNS. We have the highest vehicle miles of travel per lane mile of any State in the United States. We are the most densely developed. We have got the highest vehicle miles of travel per citizen in the United States. We are there. We are where a lot of other States are going to be in a couple of years. We are already there. It is hard for us to get a lot worse.

But over the next 10 years we are projecting—God knows how we are going to do it—we are projecting a 50-percent increase in the vehicle miles of travel in the next 10 years in the State of New Jersey. And that is in the State with the highest vehicle miles of travel per citizen in the United States. It is hard to find the room for that. It is hard to imagine what another 50 percent increase in traffic in New Jersey will mean here in terms of air pollution, in terms of congestion, in terms of accessibility to jobs, in terms of economic competitiveness.

It is hard to imagine, but that is the trend line that we are looking at right now if nothing else happens.

Senator LAUTENBERG. Has there been any study done that would define or develop a waiting time pattern that would tell us how much time is lost, how much productive time is lost, how much time is——

Mr. DOWNS. We have not done it in New Jersey, but I know from my own experience and talking to others that it is beginning to impact on our economic competitiveness, about how people make decisions about where they put plants, where they put industry, where they put warehouses, where they put shipping.

It is beginning to impact on where people make a choice about living. It is beginning to impact almost everything in our life. We probably should, at the State level, begin to do some economic quantifications of what it is costing us directly in terms of our State economy and the time of our citizens, because I think that is the one thing. You can impose taxes, but, in a different kind of way, when you take somebody's time, you are talking about another of their valuable assets. And it is a time tax of sorts. And that is the thing that is missing in some of the——

Senator LAUTENBERG. And especially in the current economic condition of our country where often two incomes are required, sometimes it is an obligation for one to relieve the other's time, a husband or wife, to relieve the spouse's time so that they can get on to a second job. And if that timing is missed, it is a very severe penalty.

How has New Jersey's ability to provide local match been? Has there been a problem at all in leveraging Federal funds?

Mr. DOWNS. No; when the legislature created the transportation trust fund and established a cap of $365 million a year, we have found that we have been able to match any Federal funds that are available. Our problem is that the Federal funds available to match are, actually, in some respects decreasing.

Senator LAUTENBERG. In the State highway budget for this year and next, how much is earmarked for new construction? What are you looking at for "R and R," repair and rehabilitation of the system?

Mr. DOWNS. Surprisingly, in this year's budget about 67 percent of the State's construction budget will go for new construction. And it is because we are under the mandate to complete the two gaps in the interstate system. One of those is a 100-percent federally funded project. That is I–287. And the other is in the Trenton complex.

Senator LAUTENBERG. What remains for completion?

Mr. DOWNS. Three segments, and I think about $500, $400 some-odd million worth of construction dollars.

Senator LAUTENBERG. It is the northernmost piece?

Mr. DOWNS. It is the northernmost piece that runs to the New York line. So that, out of the total capital of about $800 and some odd—$850 million, about $620 million would wind up being for new construction.

Senator LAUTENBERG. Do you expect these ratios to be changing in the near future?

Mr. DOWNS. As soon as these two segments are completed, the ratio will probably drop to 80 percent reconstruction and less than 20 percent new construction, because it is just like trying to swallow an elephant for a little while. And after that anomaly is passed, it drops to the far opposite with very little room for new construction.

Senator LAUTENBERG. How much is in the transit budget this year? How much is earmarked for new service and expansion, or what is left for maintenance?

Mr. DOWNS. Almost the entire amount in the capital pipeline at New Jersey Transit is reconstruction and rehabilitation or maintenance. There are proposals. There is a proposal for a new start. As a matter of fact, there are two proposals for new starts within the State. And we have not resolved yet the priority for that.

And, parenthetically, one of the things that has always struck me about the legislation is this restriction of one new start per State is arbitrary, I would think. And it is almost meaningless. If you are committed to innovation and creativity in mass transit and you are interested in flexible funding for mass transit, you would not have a limitation or one new start per State on the underside.

Senator LAUTENBERG. Sure. What do you see as our State's most pressing transit needs in the future from Federal funding?

Mr. DOWNS. If I was going to pick one out—I have like a dozen. But if I was going to pick one out, it would probably be providing better access to the Hudson waterfront. It is going to be, I think, at least in northern New Jersey, part of our future. That is a tremendous resource for the State. It is an economic asset that is limited only by transportation access. It is a massive amount of land on the Hudson with great access to New York City with all of the kinds of things that would make it a tremendous economic engine for the State. We need to make the right investments on transportation to make that happen.

Second, right behind that or maybe even tied for it, is access to Newark airport. I am also convinced that Newark Airport is potentially the international hub for Europe in the next decade. And part of making that the most competitive international gateway in the country to capitalize on the 25-percent growth in international boardings last year and projected 35-percent growth this year is some kind of rail connection between the airport and the rest of the world. It has to have it to be competitive internationally. Most international major hubs have it now in terms of a good international rail operation.

Senator LAUTENBERG. You know, I wear a couple of hats. One is the Transportation Appropriations chairmanship. The other is I sit on the Environment and Public Works Committee. And we are the authorizing committee for the highway bill. And just to get an idea about what you see as our needs in New Jersey, needs out of the surface transportation bill, the current Federal highway bill expires at the end of fiscal 1991. That is a year from September. Hearings and debates on the size and shape of the new highway program are going to begin seriously early next year. What do you see as the most critical issues to be addressed in terms of a new highway reauthorization bill?

Mr. DOWNS. I believe, first, trying to eliminate some of these boxes that the act places us in about the ability to spend money in the State for transportation needs, again, I think it ought to be against certain—a State ought to be able to spend transportation funds against certain accepted, federally mandated even, criteria—increased mobility, reduced congestion, reduced air pollution—and then have the State better able to pick some mix between highways, transit, carpool, vanpool, high-occupancy vehicle use, better transportation management at the State level to even force some of that.

For New Jersey, I think there is an increasing critical issue. And that is treatment of toll roads in the legislation. I know the administration is saying that they want to recognize the existence of toll roads and allow for funding to flow to some toll roads as a part of a national policy in order to not discriminate against States that have made a lot of previous capital commitments worth billions and billions of dollars that have never been counted. If you are allowing toll roads to be funded with Federal funds, in part you are obviously going to count that mileage and that travel as part of the allocation formula for Federal funds.

The current formula does not recognize the existence of toll roads. And I would urge you to have that provision in the legislation. Recognizing vehicle miles of travel, lane miles on our toll roads, would be of great benefit to New Jersey. We have not only the traffic that they generate, the air pollution that they generate, but also the feeder roads, access roads, and everything else that bears the brunt of traffic. And there ought to be some recognition of that in the Federal formula.

Speaking of formula, while the formulas and allocated funds have always considered vehicle miles of travel, they have not ever included vehicle miles of travel per lane mile, which is the true measure of congestion. And if the Federal Government, which has indicated through the Clean Air Act, is interested in recognition of the problems of congestion, there should be some recognition in the formula of vehicle miles of travel per lane mile. New Jersey, I think, ranks first in the United States in that, again, because of the density, the amount of travel, and the fact that we are probably the most congested State in the United States. There ought to be some recognition in the formula about that density of travel.

Senator LAUTENBERG. We would ask you to submit any ideas that you have, Commissioner Downs, to us.

Mr. DOWNS. Senator, I would be glad to.

Senator LAUTENBERG. What do you think the Federal Government's role ought to be in the transit area?

Mr. DOWNS. I think it ought to be not only a stable funding source for transit; it ought to be willing to make significant investments in both new technology and expansion of service. There has not been a significant enough commitment to new technology in over a decade and a half. There is a sense at the local level that with the withdrawal from operating assistance and the frustration about getting any kind of meaningful growth in the capital program that the Federal role in urban mass transit is diminishing to the point of being an extremely junior partner. It is not a sense of

willpower or creativity or innovation that you mentioned that is necessary to get us through the next century.

Senator LAUTENBERG. We will wrap up with this last item. Transit riders in New Jersey have had two recent fare hikes, and, now, there is a possibility of a third. Since only a portion of the State's gas tax is dedicated to transportation, what is the possibility of getting more State funding for transit operation?

Mr. DOWNS. I hope to, over this next year, particularly over this next 4 or 5 months, have New Jersey Transit come forward with a strategic business plan that is about 4 to 5 years in length that looks at the out-years for New Jersey Transit—it has not significantly—significantly, it has avoided stating its out-year cost. Gas costs go up. Fuel, electricity, wages, everything goes up. Fares, if they are going to stay stable, will mean that the farebox will remain relatively constant. That means that there is going to be a gap, realistically, every year for the foreseeable future, between farebox and increasing growth unless there is some magic in growth in riders.

That means that if the public generally accepts that those are legitimate costs that they want the gains, of clean air, that they want the gains of reduction in congestion, if they want those benefits and those costs are legitimate and we have demonstrated we have squeezed every conceivable administrative cost out of New Jersey Transit, I think we are going to be comfortable providing additional State funds, from both the Governor and the legislative level, to provide the statewide transit system that, if necessary, needs to get its job done. We are the only State in the United States with a statewide transit system by design.

The State has demonstrated time and again its commitment to transit; $220 million is a lot of money in this State for transit. We will probably fill the bill, but it is frustrating to do that. And I know the public sees that, and the legislature sees it at the time when the Federal Government is backing out on its commitment. And it simply means we pedal faster and faster to stay in the same place. If we lose operating assistance this time, it means another 35 million dollars' worth of State funds to just fill that void. And if there is another reduction in State capital, Federal capital to mass transit, it is just another void to fill. We are not gaining ground. We are losing it.

Senator LAUTENBERG. That is a decision that has to be made within the State, and the importance has to be occasionally viewed from the overall perspective that often the public does not get a chance to either recognize or participate in.

Well, we thank you very much for being with us. I am sorry to keep you so long.

We just got word that the port authority issued a press release announcing that Steve Berger is resigning as executive director.

Mr. DOWNS. Senator, thank you very much for the privilege of appearing before you.

Senator LAUTENBERG. Now, I invite our distinguished legislative panelists, State Senator Walter Rand and the Honorable Bennett Mazur up to the witness table. Each of you has a significant transportation responsibility, Senator Rand in the State senate, obvious-

ly, and Senator Mazur as the chairman of the transportation committee. That is the definition of the transportation committee.

Senator MAZUR. I have simply transportation, and Senator Rand has transportation and mitigation.

Senator LAUTENBERG. Well, we appreciate the fact that both of you are with us this morning. I am sorry that we held Commissioner Downs so long. Unfortunately, we had a lot to discuss. We invite you, Senator Rand, first to give your testimony and then Senator Mazur.

STATEMENT OF HON. WALTER RAND, STATE SENATOR FROM NEW JERSEY

Senator RAND. Thank you. Good morning, Senator, and welcome. I am delighted to be here to discuss with you some of the efforts that we in New Jersey have undertaken in response to our growing traffic congestion problem.

One needs only to ride on Routes 42, 70, 73, 38, and 295 to understand that south Jersey is now suffering the same problems that are central and north Jersey, as Routes 1, 17, 3, and 4. And it is interesting to note that the turnpike that you just spoke about just a new moments ago and Commissioner Downs spoke about, that we have had backups on exit 1, which is the southernmost tip, the least congested area, of backups of 24 miles and 4-hour waiting periods from that end up into Burlington County, not once and not twice, but several times, Senator. So you can understand that congestion and gridlock and constant frayed nerves have become——

Senator LAUTENBERG. Senator Rand, let me ask you this. That congestion, is that caused by work on the road? Is that caused by a wait to get to the tollgates, because I have a particular interest?

Senator RAND. Tollgates are No. 1. They were not——

Senator LAUTENBERG. You are waiting to pay your money.

Senator RAND. They were not fully manned. You are absolutely correct. And, of course, that narrows into a two-lane. They are not really reconstructing down in that area. And two lanes, of course, when you have a funneling of traffic from a four-lane into a two-lane, this is what—especially with a toll, with a tolltaker not being there or one-half of the booths closed, 24 miles was just a commonplace every Sunday.

Senator LAUTENBERG. Go ahead.

Senator RAND. So congestion and gridlock and constant frayed nerves are becoming commonplace in this State. The legislature, my committee, in particular, has been working diligently on measures to enhance mobility. We have successfully passed two bills of the three-bill Transplan package. The Transplan legislation provides a mechanism through which the public and private sectors would both provide funding for infrastructure improvements where resources and reasonable timeframes are not adequate. The pressures on our roadways require farsighted decisions on the management of our own transportation system. And this package provides the framework for that type of management.

The Transplan measures are a good start by the New Jersey Legislature and the Department of Transportation. But so much, so much more needs to be done. I have introduced a five-bill package designed to further improve traffic mobility. The bill provides for

park and ride, vanpooling, flextime, et cetera. They encourage increased use of mass transportation.

And this package is very dependent on cooperation between government and the private sector. And my committee has held hearings and work sessions with business and industry to develop a traffic mitigation package with which we can all live.

We in New Jersey have been fortunate to have several transportation management associations in operation, and we have based a good deal of our statewide efforts on the success of these local programs. And the growth in TMA's, not only in New Jersey, but throughout the country, provide additional proof that congestion and mobility are major problems. We cannot make progress in reducing congestion and gridlock with only State solutions to these problems which affect urban and suburban dwellers alike. Congestion cuts down on productivity, contributes to air pollution problems, creates stress, and forces unnecessary fuel consumption.

New Jersey alone has 5.2-plus million drivers who drive over 5 million vehicles. With a total population of close to 8 million, one wonders at what age some of these drivers are licensed or how many vehicles are parked in their driveways.

New Jersey's economy and the Nation's economy depend on a strong infrastructure. And the highway system that makes commerce possible can no longer be taken for granted. New highways are no longer the answer, at least not in New Jersey.

The Federal Government's efforts to provide States with the tools they need to address these issues is woefully lacking. We need increased attention to mass transit, both bus and rail. We need additional revenue to provide improved mass transit service. We need mechanisms to induce the private sector to discover that it pays to be involved in traffic reduction and mass transit improvements. Suburban sprawl has made mass transit most difficult since workers no longer are directed to a hub but go from suburban area to suburban area. And the longer we delay in addressing these needs, the more serious the problem will become and the more costly the solution.

Your attention to this matter, Senator Lautenberg, is important. You are recognized in New Jersey for your leadership in rail and mass transit programs. New Jersey looks forward to your leadership at the Federal level. We have made a beginning. But we cannot continue and cannot do it without your help.

PREPARED STATEMENT

Senator LAUTENBERG. Thank you very much. That is a thoughtful and quick review of a very complex set of needs. And our State has been in the forefront of lots of things, including transportation. But, as you say, if you look at the number of vehicles and the number of drivers and the size of our population, the size of our State, that is an interesting formula, permutation to work on, lots of people. But if we solve it here, there is no reason why the rest of the country cannot. We just need the tools. We have the intelligence, and we have the commitment by the legislature, by the people, and by the Governor. Senator Rand, your complete statement will be inserted in the record.

[The statement follows:]

STATEMENT OF SENATOR WALTER RAND

Good morning Senator and welcome.

I am delighted to be here this morning to discuss with you some of the efforts we in New Jersey have undertaken in response to our growing traffic congestion problem.

Although those of us in the legislature are not on the front line as are DOT and local officials, we continue to receive mounting complaints as our residents experience increasing difficulty in securing adequate mobility throughout the State.

One needs only ride on Routes 42, 70, 73, 38 and 295 to understand that south Jersey is now suffering the same problems as mid and north Jersey, for example, Route 1 in Mercer County. Congestion, gridlock and constant frayed nerves are becoming common place in New Jersey.

The legislature, my committee in particular, has been working diligently on measures to enhance mobility. We have successfully passed two bills of the three-bill Transplan package. The Transplan legislation would provide a mechanism through which the public and private sectors would both provide funding for infrastructure improvements where resources and reasonable timeframes are not adequate. The pressures on our roadways require farsighted decisions on the management of our transportation system. This package provides the framework for that type of management. One of the bills establishes TDD's (transportation development districts). These assessment districts provide a public/private partnership by which the counties or the State DOT can create TDD's and assess fees on developers for transportation improvements based upon their contribution to increased traffic.

The second bill, the highway access bill, is important because it will mandate that all future highway alignments be limited access and not the sort of stripe type of highways we have now. The Highway Access Law permits the Commissioner of Transportation to restrict access to present and future State highway segments to improve traffic circulation. We are currently in the midst of hearings on the scope of the rules and regulations under this law.

The third bill is still being given committee review. This bill would revise and supplement New Jersey's county planning statutes to provide for a stronger regional planning role for counties. A stronger role for counties is needed to connect and complete the strong municipal and State planning processes established by the " Municipal Land Use Law" and the "State Planning Act". The role of county planning is particularly critical in assuring orderly development of the State's high growth areas.

While these measures are a good start in the New Jersey Legislature and the Department of Transportation much more needs to be done.

I have introduced a five-bill package designed to further improve traffic mobility.

The bills provide for park and ride, van pooling, flex time, et cetera. They encourage increased use of mass transportation. This package is very dependent on cooperation between government and the private sector. My committee has held hearings and work sessions with business and industry to develop a traffic mitigation package with which we can all live.

We in New Jersey have been fortunate to have several transportation management associations in operation and we have based a good deal of our statewide efforts on the success of these local programs.

The growth in TMA's not only in New Jersey, but throughout the country provides additional proof that congestion and mobility are major problems. (More than 50 TMA's nationwide).

We can't progress in reducing congestion and gridlock with only State solutions to these problems which affect urban and suburban dwellers alike. Congestion cuts down on productivity, contributes to air pollution problems, creates stress and forces unnecessary fuel consumption.

Best estimates indicate that traffic on our Nation's highways will increase nearly 50 percent by the year 2000.

New Jersey alone has 5.2 million plus drivers who drive over 5 million vehicles. With a total population of 7 million, one wonders at what age some of these drivers are licensed or how many vehicles are parked in our driveways.

New Jersey's economy and the Nation's economy depends on a strong infrastructure. The highway system that makes commerce possible can no longer be taken for granted. New highways are no longer the answer at least not in New Jersey.

The Federal Government's efforts to provide States with the tools they need to address these issues is woefully lacking. We need increased attention to mass tran-

sit, both bus and rail. We need additional revenue to provide improved mass transit services. We need mechanisms to induce the private sector to discover that it pays to be involved in traffic reduction and mass transit improvements. Suburban sprawl has made mass transit most difficult since workers no longer are directed to a hub but go from suburban area to suburban area. The longer we delay in addressing these needs the more serious the problem will become and the more costly the solution.

Your attention to this matter is very significant. The State looks to your leadership at the Federal level. I hope our beginnings here in New Jersey help you help us.

STATEMENT OF HON. BENNETT D. MAZUR, STATE SENATOR FROM NEW JERSEY

Senator LAUTENBERG. Senator Mazur.

Senator MAZUR. Well, I do not have a prepared statement. I would just like to speak to you about some of north Jersey's specific problems. And I recognize that south Jersey has many problems as it grows. And they were our problems maybe 20 or 30 years ago, the same kind of problems. Automobile ownership in Bergen County at present is increasing 4 percent a year. With no increase in population, 4 percent a year, you take 5 years, that is a 20-percent increase. In one decade, compounding the interest so to speak, you have got a 50-percent, roughly a 50-percent increase. Truck traffic across the George Washington Bridge has increased 8 percent, I think, in 9 years.

All of this, of course, is not accompanied by an increase in the capacity of the road to carry the traffic. So we stagger toward gridlock. Now, you know I am from Fort Lee. And that is the northern hub of Route 95 and the entrance to the George Washington Bridge. And, of course, we see this enormous congestion there. And it gets so bad that cars try to find alternate routes. So they get out down at the bottom of the hill there and find their way up toward the road and jam up the whole local system there.

We even have to take our ambulances out in the morning and post them at opposite ends of the town because the ambulance corp is on Main Street. Firetrucks are already distributed by different houses.

The highway system throughout the county throughout the northern sections is antiquated. I am talking on the State highway system, obviously. They are antiquated to the extent that Route 4, which is our main corridor between the George Washington Bridge and Paterson, was built in 1931. It really remains relatively unchanged except for the surface. We discovered that one of the bridges in Teaneck was cribbed up with railroad ties underneath it like this to accommodate a sagging foundation. They are heavily compromised. All of those bridges, not just falling with concrete, but real, you know, decay of the support.

These roads are carrying increasing amounts of traffic. And what is happening in our county, of course, is that the highways have become heavily impacted by strip developers. Where it was originally one curb cut for one enterprise, that enterprise has allowed other activity to take place behind it, utilizing the same curb cut, even building large shopping centers behind it, such as in Paramus with additional—still using the original curb cut or maybe one additional one.

This Transplan package, which Senator Rand told you about is largely designed to alleviate those problems for the future. By we still have them today. And, of course, the traffic that comes through onto those curb cuts enormously impacts the flow of traffic.

Route 17 is the most significant. The intersection of Route 4 and Route 17 is the most dangerous intersection in New Jersey. It clocks an average of 750 accidents a year. Now, they are not fatal accidents. They are mostly fender benders of one kind or another, because automobiles are trying to get around the cloverleaf, an antiquated cloverleaf.

And traffic on a Saturday, New York vehicles, trying to get to one of the largest shopping center areas in the country, the Paramus area, back up almost all the way to the George Washington Bridge. I am not talking about a 5-mile-long traffic pileup. And from the north coming down, the traffic comes from—at least, their license plates, that is—comes from not only Bergen, but Rockland, Orange, and Westchester Counties. Of course, there is a significant differential in sales tax of one thing or another. It is 4 percent up there. But it is going to change more dramatically.

But there are better shopping opportunities at this particular place, you know, great opportunities to do this kind of comparative shopping. You know, that is one basic problem. We hope that the completion of 287 will relieve some of the pressure on these particular highways. But that intersection itself is so compacted, I do not see anything being done there.

When Lou Gambicini was Commissioner of Transportation, he had the intersection of one of the underpasses widened a little.

Senator LAUTENBERG. He lived in the Ridgewood area, right?

Senator MAZUR. He lived in Ridgewood, so he was familiar with the problem.

Senator LAUTENBERG. I am familiar with all that area.

Senator MAZUR. Let me say this, also, that, I think, in my opinion, I do not have documentary proof for it, but I think, in the last 8 years, money has gone for highway development, highway improvement, into more rural districts because of political reasons. They were not distributed. The investment was not into more densely impacted areas which tend to be democratic or have democratic representatives.

The second problem that we have is trans-Hudson crossings. We have 240,000, one-quarter of a million people struggling to get into New York City in the morning. And it is around 150,000 trying to get out of New York City in the morning. The two tunnels and the one bridge cannot accommodate it. The traffic backs up enormously. The port authority has used what I like to call incremental strategies, little bits of change, widen the tollbooth strip, make one way—pay a toll one way. And they have had some effect.

But they do not go beyond their area of authority. One of the problems—one of the things that was very dramatic is the Cross-Bronx Expressway. Now, I think it is Jerome Avenue. There is a dip in Jerome Avenue. And the storm sewers flood, and they do not drain properly. So it fills up with the water from the heavy rainstorm. And that means heavy gridlock all over northern Jersey.

But New York City does not care. It is not gridlock in New York. It is in New Jersey.

It is an interstate problem. It is somebody else's problem—my opinion is that is an interstate highway system, and something should be done on that. That is 95.

Also, it should be widened. One of the problems is the road has no shoulders. So if a car breaks down, it cannot be pushed off onto the shoulders. It stays in the lane of traffic backing up the lane of traffic.

Senator LAUTENBERG. But it is dismantled in 10 minutes. You have to leave it unattended for 10 minutes.

Senator MAZUR. Those are some of the traffic problems. There really has to be mass transit to and across the river. Now, we have been working for years pushing one, advocating one idea or another. One of the most significant is the Allied Junction, which is a point in space where the many lines, train lines of the Erie Line system pass underneath the highline of the old Pennsylvania railroad.

And I first proposed this back around 1974 that some sort of a subway-type interchange be built there with a passing track on each side so that the locals coming into Penn Station in New Jersey Transit vehicles, the trains, could pull out of the site. And people could get out and go downstairs and get on a train out to Ridgewood or whatever; or, conversely, they could stop across. Maybe Amtrak would stop. You know, they could go the other way out to Newark and get on a train to the Jersey shore.

So there is enormous opportunity and flexibility in the mass transit system, at least some other alternatives than just going to New York and commuting to New York. Amtrak was studying it, and, now, Allied Junction agreed to, as part of a development, build that at their own expense.

The West Shore Railroad was another study that was a favorite of mine. And that is the line, the old West Shore Railroad line, the old New York Central line, that came out of 42nd Street ferry, went underneath the Palisades and went all the way up to Albany. And I think it went west further.

At any rate, that, at one time, carried about 15,000 passengers a day, took them to the ferry. And, of course, that service was stopped back in 1959, and was stopped. New Jersey did not allow them to stop the passenger service. They went to the ICC, and the ICC allowed them to discontinue the ferry. And that put an end to the whole show.

New Jersey Transit has done this study of that project, and they say that in Rockland County, and the growth up there and all that, there would be another 15,000 people willing to use that line if it would get them to the midtown area. And that is part of the problem with our mass transit system in New Jersey. It does not go to where the people want it to go.

It was originally designed to go to the Wall Street area, and that was when those railroad lines came into being, to serve Wall Street as the financial department. And the central business district now is up around 42nd Street. So why do they have to go all the way down here and then cross the river and go all the way back up. Commuters are very intelligent, and they will pick the fastest

route that they can get to their destination, their origin and destination line, the shortest possible, as long as it is safe. And, of course, that is the third problem.

The MTA proposes to now bring out the 7th Avenue line, subway line, a tunnel or a bridge under or over the river out to the Meadows. And what they would like to do is to create a new market at the Meadowlands Complex. But, also, they now propose moving—and that is up to the port authority—moving the bus terminal, the midtown bus terminal out to the Meadows.

Now, that, from a transportation view point, my opinion, would be an enormous improvement because they cannot fit another single bus into that helix, into that pattern, to get into that station. The buses are backed up. You know, you can see them backed up for 5 miles or more to the station trying to get in.

Senator LAUTENBERG. Just look at the haze. Just look at the blue haze coming out of the exhaust there.

Senator MAZUR. It covers the dome over New York. Well, Federal funding, I think, should be available on some of those things. The concept of first start is something that perplexes me, why we cannot get Federal funding for planning stages for more than one project at a time, and, you know, particularly some areas where it is so critical for the economy, not just New Jersey or New York or the Port of New York, but of the Nation itself. I mean, New York itself. The Port of New York is the most important port in this country, and it just should not be neglected.

Senator LAUTENBERG. It is the most important economic region in the country.

Senator MAZUR. Right.

Senator LAUTENBERG. Well, one thing is for sure. That is, that you have the unique distinction of having one of the highest income counties in your constituency. And, at the same time, when you look at Routes 4, 46, 17, Routes 80, 95, the George Washington Bridge—and I hate to admit it, but I remember when some of these things were under construction and including—by the way, I lived in Paramus, when it was sheer country, when the end of Route 17——

Senator MAZUR. Celery farms.

Senator LAUTENBERG. Celery farms. And it was rural, and I went to a school on Fairview Avenue that was six rooms with eight grades, sounds like the last century. It sounds like the Far West. That is what Paramus was like when I was a child there.

One of the things that obviously comes about here is that there is, unfortunately, some perspective of competitive needs, north and south. And, Senator Rand, one of the things that many people fail to take into account is the growth that is taking place here and the opportunities that are taking place—when I say here, I am talking about the southern part of the State. And when you describe traffic backup that goes into multiple miles—did you say 24 miles?

Senator RAND. Twenty-four miles. But I want you to know, Senator, I am not parochial, because I did not come here to make a pitch for south Jersey. I came for something more mundane. I came here to tell you and really to plead with you that, if we had gotten $10 million more, New Jersey Transit would not have had to raise its fares throughout the State.

We are very unique, you know. We are now a regional transportation system. I believe we are the only one in the country that has a statewide system. We would not be knocking off 7,700 commuters a day—that is what we are going to lose by this increase in money, and what we are gaining is $20 million. It is my, certainly a suggestion, that somehow we get $10 million, because I think the people will absorb that 4-percent increase. Not willingly, but they will accept it. But the 9 and 10 percent is too much. And I am only just trying, at least to point out, that on a statewide level—which you are concerned with; you certainly do not favor the South; you certainly do not favor the North; you favor New Jersey.

Senator LAUTENBERG. Absolutely.

Senator RAND. And the operational money is so important. And I emphasize that money more so than capital. That may be quite a comment to make from somebody——

Senator LAUTENBERG. It is almost heretical. But I think that you are right. The fact is that we cannot expect the transit rider, the transit passenger, to continue to absorb increases, and go heads bowed into inefficient systems, insufficient capacity, et cetera. And that is one of the things that we really have to impress upon our friends in the White House. And this is not a democratic or an urban issue. This is a national issue.

I am sure that both of you, with your interests in transportation, have seen the fact that—or have seen the projections that New York City may soon have the same lousy air quality that Los Angeles has. And, I mean, that certainly is not going to permit us to leave a habitable Earth to our kids and their kids and future generations, I mean, if we keep on abusing the air as we have.

That is the sign of a different kind of life, one that is not very interesting in terms of prospects. And then all the lost time, and in this State, we do not get the same benefits that water resources money provides for Western States or agricultural subsidies. This is the equivalent of our subsidy to keep this most important economic region in the country functioning.

So I appreciate the comments that both of you have made. I would ask, Senator Rand, for a moment, just to give us a little perspective on the south side or the southern portion of our State, how well is the transportation network there prepared for the volume that presently exists and the contemplated increases? Do we have a structure in place there?

Senator RAND. We just completed Route 55, the central division which was funded mainly by Federal money. And that has been a tremendous help. What it is done, of course, as it empties into 42, it has caused massive pileups that, sometimes, you get over the Walt Whitman Bridge to turn, there is a 30-minute wait or 45-minute wait to go 5 miles, so that you solve one problem, you sometimes create another problem. No; we are in the throes of growing pains. You are absolutely correct.

Senator LAUTENBERG. What is the principal problem? Is it the commute between south Jersey and Philadelphia, the employment market there? Or is it community to community within?

Senator RAND. When it comes to mass transit, it is communities within. When it comes to roads, there is no question that the flow is over the Walt Whitman Bridge and over the Ben Franklin

Bridge and vice versa. And, very shortly, so that you understand it, I am sure you do, Senator, the blue route is going to be completed into I-95 on the Pennsylvania side, which will empty into the Commodore Barry Bridge in the Gloucester County site. And, of course, that is where G.E. now is going to build a modern plant, some kind of guided-missile plant. And, of course, that is going to double and triple their volume. I do not know if we are prepared for that because 322 and that area down there is just not prepared to really handle that type of volume.

Senator LAUTENBERG. What, if you had a choice you had to make between roads and transit—and we are talking about a balanced network, so we do not like to make those choices. What do you think are the most crucial current needs?

Senator RAND. Transit.

Senator LAUTENBERG. Transit.

Senator RAND. The extension of PATCO.

Senator LAUTENBERG. The upgrading of it.

Senator RAND. The upgrading, the keeping of fares down. You have got to make it affordable. You cannot price it out of the marketplace so that one or two persons will say, "Let's take a car. It's just as cheap."

Senator MAZUR. You know, too often, I think that new roads and new highways are really more designed to stimulate development. It does. I mean, one inevitably follows the other. And we have been building highways in the State that really were not justified: 78, 280.

Senator LAUTENBERG. Except, now, if you look at 78——

Senator MAZUR. It is getting crowded.

Senator LAUTENBERG. It is jammed. It does not take long because one of the other problems we are not addressing at this hearing—but it cannot go unmentioned—that is the outrageous cost of housing in our State, and driving young people or new homeowners out of State to Pennsylvania to live.

I spoke to one of the county commissioners from Bucks County yesterday. I was on the train with him. And he told me that more people there live there and come to work in New Jersey than they ever anticipated. And their traffic is building. But people are forced to go further distances for housing; and, once you build the roads and the housing follows, then you have got the congestion problems.

Senator RAND. I-80 is a prime example. At 5 o'clock in the morning, 6 o'clock in the morning, Senator.

Senator LAUTENBERG. Well, Senator Mazur mentioned that the rail line going down the, as I call it, the west bank—that is what I said when they asked me how I felt about Staten Island's secession; and I said, "Let the parties in the west bank argue it out."

But you have the enormous congestion at Rockland and Orange Counties developing. The Tappan Zee Bridge is crowded all the time, right. So we have to find another way out, and there is nothing more pleasant, I think, than a good rail commute, if it is efficient. You are not waiting for traffic.

Senator MAZUR. As long as it takes you somewhere.

Senator LAUTENBERG. Right. Senator Rand, you have initiated lots of new thinking and good ideas, among them the vanpooling,

flextime, ride sharing. How is the business community reacting to those proposals?

Senator RAND. They are tough. They do not want any more guidelines. We are beginning to talk to them to show that it is to their advantage. You can be a leader in that particular endeavor by giving us—giving them some IRS credits for their employees. They are limited now. Rather than using a car, if we could get some credits for them to use mass transit, and not only would it help us at the casino industry, it would help us throughout the State. And I understand that there is a move in Congress to do that.

Senator LAUTENBERG. There is a review taking place.

Senator RAND. And I certainly would hope that you on the Senate side would be in the forefront of that type of help. It would be a tremendous gain for us. We can then go to the business, certainly to the industry, and to the business community and say, "Look, it pays you to do this." And the bottom line is one thing, you know, people getting their people to work and their profit.

Senator LAUTENBERG. Being able to hire people.

Senator RAND. That is correct. But we are continuing to discuss, and they are becoming softer in light of the problems that we are developing. So we do not ram through my bills. We try to converse with them.

Senator LAUTENBERG. I am interested in the response that you have gotten. Everybody is going to have to do their part in this one. Otherwise, what we are going to do is we will keep losing other opportunities. And the companies will lose their competitive advantages if they cannot get the right kind of employees to fill their staffing needs.

Senator RAND. I think your efforts in North Brunswick to get a Federal grant to do the traffic mitigation, which they have—they are the leaders in the State. They have done very well with this, by the way.

Senator LAUTENBERG. Well, we want to continue to pursue new ideas and not fall the victim to the notion that what you do is lay down concrete and immediately you take care of your problem, because it does not take care of the problem.

Senator MAZUR. We have an interesting little project going on through the Monorail Commission. The Monorail Commission really does not limit itself to, you know, overhead monorails, but light rail, et cetera. But I prevailed on members of the commission to study this complex in Paramus and the northern end of Hackensack, Riverside Square, the Garden State Mall, the Bergen Mall, the Paramus Park. It is enormous. And for an overhead monorail, that is a study—just a feasibility study. It is an $8,000 study being conducted of an overhead monorail serving this complex.

And somebody could drive in, park their car here in the top one, and get on the monorail and spend the rest of the day visiting from one shopping center to another and then go back to their car. The proposal is—the idea is the county certainly would not have the money to do it or would the State have the money to do that. And, perhaps, we can get the developers and the shopping mall people to do it, if they can get some kind of special tax abatement for that,

something along these lines. I think that would be an enormous incentive to get.

Senator LAUTENBERG. It would have to be more than tax abatements because they get the business deduction for any contribution that they make. You are saying some kind of incentive. We are going to have to engage the business community in a serious way, particularly, the retail establishments, but all of them. I mean it is just not the sales of merchandise; it is the employment to people; it is the function, the incentive to play in our society.

Now, Senator Rand, we are looking at the Federal Highway Reauthorization Program, and you heard me discuss it with the commissioner. I hope that there is going to be an opportunity to make major changes in the structure. I have, as you heard, argued for more flexibility to give the State the option of spending it on transit or spending it on roads or spending it how they see fit. Obviously, if it is part of the Interstate System, they have an obligation to do it. But that is just about done as far as our mission is concerned.

So as chairman of the transportation committee in the State senate, what, if any, particular changes strike you as things you would like to see in this reauthorization?

Senator RAND. Well, I certainly must tell you that I heard the commissioner express his views on that, the use density, and to use the things that benefit New Jersey, because just using lane miles without counting the turnpike and so forth is the wrong way to go.

So I think density is important, and all the things are important. And the sense of it, that if we had that flexibility—I like the Maryland system in which, of course, I do not know—in which everything is put under one roof, and then they divide it up. They allocate airports, ports, and so forth. If we can get that flow of money that gives us that flexibility, for instance, right now, mass transit needs it as operational money. That is the pressing problem. It would be wonderful if we had the flexibility of taking that, some of that money, and utilizing it.

I do not know if we can just use it for roads. Or if we have to stick to the formula of using operational money just for operational money and capital money, which we get, for capital money. You are sort of stymied. Yet, if I knew that we could use $2 of capital money for every $1 of operational money there for a while, that puts an unfair burden on you, also. I think nobody is better able to determine what to use the dollars for in the States except the people in the State.

Senator LAUTENBERG. Sure, I agree with that. I mean, again, as long as it is not a national purpose or highway.

Senator RAND. We are not talking interstates.

Senator LAUTENBERG. Mr. Mazur, the Bergen County problems, again, they are not unique. They are perhaps more pronounced. I guess you just have more of them because, apparently, people think your area is an attractive one to be in. It is well represented, obviously, and people just want to move there to get that kind of legislation done.

But the fact is that it has got retailing. You have got all kinds of executive offices there, home offices for major importers. You have got very accommodating living standards in a lot of the communities. You have got the mix. You have got the urban center. You

have got Hackensack. It is quite an interesting county and one, I think, that represents the gamut of opportunity as well as the problems.

Now, this extension advocated by MTA, their focus is going to be on new riders. That could make it difficult for the West Shore Rail Line Project to get moving. How do you see that?

Senator MAZUR. I do not see that. I see them as reinforcing each other, because the point we want to make—we will be having hearings with the MTA on this a little later. There is one scheduled for the 14th with New Jersey Transit. But, if the West Shore were to intersect at Allied Junction, one of the plans of New Jersey Transit was to have that happen. And, if the subway intersects at all with Allied Junction, then that would enormously enhance the West Shore Railroad.

Senator LAUTENBERG. Would this tentative proposal by MTA serve that West Shore area? It would be further west than that?

Senator MAZUR. It would be further south. It would come out roughly on a line from Times Square; then it would veer off——

Senator LAUTENBERG. At the Meadowlands.

Senator MAZUR. Headed toward the Meadowlands, toward Giants Stadium, et cetera. And that would pass. It would have to physically go through Allied Junction. It could go around the other side of Snake Hill, but then it is all wetlands all the way, and you have the environmental Corp of Engineers problem. That route would be a little more direct anyway. And the West Shore—this would be the southern terminus.

Now, what New Jersey Transit wanted to do was to take the West Shore line and take it on a loop, an ascending loop, and then take the trains right into Penn Station. But Penn Station has only six slots available in their station platforms and their tunnel. And New Jersey is competing with Long Island Railroad for those slots. And, of course, Amtrak owns the station; problematic is who is going to get that.

But that is really not sufficient. And I have argued with them. Let the people make a—let the people get off one train, go upstairs—they do it in New York; they do it in Jamaica—and get on another train and run right into the station. I think it would be enormously better for commuters than driving their cars into New York and probably paying $15 to park it in a garage every day. Their commuting can be fun. You can read a newspaper instead of looking at the traffic.

When the circle of mobility was first presented sometime last year, this ingredient was not there. And they are going to have to go back now and review to see how this fits, how logical it is, and how plausible. The original circle of mobility was somewhere around $10 to $12 billion. That was the projection. It was going to take somewhere around 10 years.

This, of course—another, I think, $7 or $8 billion into the picture. And I think that is what the—I am not sure of what—that, again, adds another ingredient to that circle of mobility to see where that fits in against the other competing interests.

Senator LAUTENBERG. There is not going to be the funds, frankly, or the interest, if it gets too complicated out there. And you have two major things going on at the same time. I think it presents a

problem. But it does present enormous opportunity. And I know that you have a resolution urging additional study. What is the initial estimate of how many commuters this MTA proposal might——

Senator MAZUR. Human riders?

Senator LAUTENBERG. Yes.

Senator MAZUR. I have no idea of the MTA. We just have not had that much communication with them. I will find out on June 14.

Senator LAUTENBERG. Does it immediately occur to you that there are particular obstacles along the way?

Senator MAZUR. The only obstacle I see is political resistance because of the idea of bringing the port authority bus terminal to Jersey. And with it would come the social problems they have in the bus terminals over there now, the homeless, the vagrants, things which before the antivagrancy laws were struck down—that is easily controlled. And it really turns away many people, the kinds who use public transportation, senior citizens, very young people, in addition to the regular commuters. They would be discouraged from riding the subway.

We have had this phenomenon happen in the port authority bus terminal up in Washington Heights. People come across those buses and get on the A-train and go downtown. That ridership has fallen off dramatically because they do not want to ride that long ride through the subway and what, quote, goes on in the subways. That is a problem. So if anybody wants to molest or pester a rider, then they are subject to arrest for that.

Senator LAUTENBERG. You heard Senator Rand's response to the question of the highway reauthorization bill. And I assume that you too would want the flexibility. And I would ask what you think, specifically, your area would need in terms of the grand scheme in order to get better transportation access?

Senator MAZUR. Well, I think that if we can get some mass transportation going, that is No. 1.

Senator LAUTENBERG. Are you talking about capital at this point?

Senator MAZUR. Capital, right. And I think that is something to make our highways safer, in other words, reconstruction of some of the major highways that are basic for so much traffic and really important. Some intersection improvements would be very high, such as 4 and 17, which would be one example to help traffic flow more easily.

Senator LAUTENBERG. That one is quite a problem to decipher. There, again, without recalling history, I remember when all that was done.

Senator MAZUR. But I have to commute through an intersection most of the year to Ramapo College, and I prefer to go up to Palisades Parkway to the New York Thruway and then go across the New York Thruway and then go south to the college. And I find that most of the time, that is faster even though it is 20 miles longer.

Senator LAUTENBERG. Today, I beat the system by taking the turnpike to 7, started coming across as opposed to coming down Route 1 and playing dodge it. I do not like the game, so I decided

the better part of valor was to get off the shorter route and take a longer route, read a little more, a little more leisure.

Well, I thank you both very much. If you do not mind, we may have other questions to submit to you in writing. We ask you to get back. Sorry to have held you so long. It is a pleasure for me to see people who are in the State legislature working on the same problems that I do in Washington. And it is only by our continuing dialog and interchange that we are going to be able to coordinate the problems the way you would like to see them and to have the most efficient answers for New Jersey's citizens.

I appreciate the fact that each of you stay in touch and make your views known on something like this highway reauthorization. Everything you can bring today, whatever you would like to submit to me, we would be happy to receive. With that, we thank you very much. We are going to take a 5-minute break and then are going to hear from Mr. Beachem.

[A brief recess was taken.]

NEW JERSEY ALLIANCE FOR ACTION

STATEMENT OF PHILIP K. BEACHEM, EXECUTIVE VICE PRESIDENT

Senator LAUTENBERG. Mr. Beachem.

Mr. BEACHEM. Good morning.

Senator LAUTENBERG. Join us. I wonder if you can both come up to the table at the same time, and what we will do is facilitate this and ask you independent questions. It might be easier.

Mr. EDELMAN. Could I bring my cotestimony?

Senator LAUTENBERG. Sure. I have two. You are entitled to one. I would ask you to try to summarize your comments into 5 minutes' worth. Mr. Beachem, we will go with you first.

Mr. BEACHEM. Thank you, Senator. I will read a prepared statement, which should be less than the allotted time. Let me just say that in listening to your announcement here this morning and the four steps that you have outlined, I want you to know that the Alliance for Action is in complete accord with your direction. We stand willing to support you on any of all of those steps that you are seeking to take. We think it is the right thing to do. The time is right. And whatever support we can lend you through our organization, you have that offer today.

First, let me state that the Alliance for Action is a nonprofit organization representing 500 business, labor, government, and professional members here in New Jersey. We focus on infrastructure issues and, for the past 15 years, have been involved in every major infrastructure issue facing the State of New Jersey.

With the enactment of the Clean Air Act, New Jersey and other States are under Federal mandate to improve ozone levels. How far we as a nation move people and goods has dramatic effects on the quality of air we breathe. There is overwhelming evidence to suggest that the emissions from over 170 million vehicles may be the Nation's leading urban air pollution problem.

The answer is simple. We must reduce motor vehicle and truck movement and congestion. The solution is not simple, because Americans have a love affair with the automobile.

It will be complex, painful, and expensive. But the cost of not moving toward solutions will be even greater in terms of quality of life and of stagnation and gridlock that will damage our economy and our national ability to compete globally.

There are four basic areas I would like to suggest as key parts of the development of a national transportation strategy or master plan. They are alternative fuels, waterborne transportation, mass transit, and greater use of rail transportation facilities.

However, since there are many people who simply will never be able to get out of their cars, we must also develop innovative and effective ways of managing traffic demands by managing commuters' driving habits. We must encourage commuters to kick the habit of commuting alone and to ride to work together. And we must prioritize spending of highway improvement dollars on key congestion intersections and roadways.

I call to your attention an excellent program in Connecticut called "Ride Together Connecticut—It's the Best Way to Work!" This program is an innovative attempt at persuading the public that it is in their interest to ride share.

In addition, we must seek to expand the concept of transportation management associations, such as the popular Princeton TMA, and KMM, "Keep Middlesex Moving." These are examples of the business and public sectors working together to solve traffic congestion problems, especially in the new, dominant suburban corporate parks, through the use of concepts such as staggered work starting and closing times.

On the subject of alternative, an excellent organization known as "Inform" has completed a 2½-year research study into a comprehensive comparison of natural gas and methanol as potential clean fuel alternatives. They found that both alternatives would help, but that natural gas is more promising. Inform reported that natural gas lowers carbon monoxide emissions by as much 90 percent and reduces by 15 percent emissions of carbon dioxide, while methanol achieves little reduction of these pollutants.

I strongly recommend that this Nation must address the transition over the next 10 years from petroleum products to alternative fuels. And part of the study must include the issue of how to pay for our transportation network if the revenues from motor fuels tax are reduced.

The growing importance of mass transit, particularly in urban areas, as part of a balanced national system is obvious and requires no additional comment from me beyond one admonition. As part of our strategy on how to pay for our transportation needs, we must develop a permanent and separate method of funding for public mass transit.

There also must be greater recognition by the Federal and State governments of the key role that waterborne transportation can play, particularly in the movement of people and the movement of goods that now relies heavily on trucks. Waterborne transportation is cheaper and less harmful to the environment. In order to encourage the movement of the goods by water, we urge that our national transportation strategy advocates and supports financially the necessary funding for dredging of our port facilities, public and private, to keep our ports viable and competitive internationally. We

must encourage the use of waterborne ferries as an alternative transportation mode for commuters. The use of our waterborne highways must be encouraged, especially in the New York-New Jersey metropolitan region.

In a similar vein, rail transportation for both people and goods must be encouraged as an alternative to cars and trucks.

As another transportation priority, we must preserve the user fee funding concept. Most of the Nation's highway system was built with funds allocated through the Federal Aid Highway Program and, since 1956, through the Federal highway trust fund and the imposition of user fees on motor fuel and other motorist purchases.

Under present law, highway user taxes dedicated to the fund and expenditures from the fund are scheduled to expire September 30, 1993.

There are some in Washington who view revenues from highway user fees, particularly an increase in the Federal gas tax, as a source of funds for reducing the Federal budget deficit. If adopted, this approach will have a serious long-term negative impact on the transportation infrastructure of our Nation and, more parochially, on the State of New Jersey.

If we do not resolve the growing crisis of traffic congestion—particularly in the urbanized parts of our Nation—we will all suffer the consequences of health hazards from air pollution, death and injuries from accidents, economic problems from wasted time in moving goods and getting people to work, and, above all, in diminished quality of life for our people.

In fact, Senator, I have supplied the staff members with a number of studies, one of which was authored by David Ashow, senior economist for the Federal Reserve Bank in Chicago. And he indicates that there is approximately $75 billion wasted annually in terms of congestion from traffic.

To confront this challenge now, the Foundation of the New Jersey Alliance for Action has initiated an intensive indepth study of our State's infrastructure needs and how to finance them. The key thrust of this study will be translating into realistic and practical terms the benefits of meeting infrastructure needs and a risk assessment of the cost of not having an adequate infrastructure. The analysis will include jobs, health and safety, productivity, the quality of the air we breathe, travel time, and the cost in energy consumption, local and State tax revenues, and New Jersey's ability to compete globally—all the things that impact our lives every day.

Clearly, this is a massive undertaking, but one which we feel must be done. With a distinguished quartet of cochairmen and nationally recognized infrastructure experts providing overall advice and guidance, we are confident that this report will help our national and State leaders grapple with this important issue.

PREPARED STATEMENT

In summary, Senator, I would just point out that I submitted to the staff a number of documents produced by the Alliance for Action, which go into a great deal further depth our positions on these issues.

[The statement follows:]

STATEMENT OF PHILIP K. BEACHEM

Good morning. I am Philip Beachem, executive vice president of the New Jersey Alliance for Action.

I am pleased to be here today to share the views of our organization on the subject of traffic congestion and its impact on the environment and economy.

First, let me state that the Alliance for Action is a nonprofit organization representing 500 business, labor, government and professional members. We focus on infrastructure issues and, for the past 15 years, have been involved in every major infrastructure issue facing New Jersey.

With the enactment of the Clean Air Act, New Jersey and other States are under Federal mandate to improve ozone levels. How we as a nation move people and goods has dramatic effects on the quality of the air we breathe. There is overwhelming evidence to suggest that the emissions from over 178 million vehicles may be the Nation's leading urban air pollution problem.

The answer is simple: We must reduce motor vehicle and truck movement and congestion. The solution is not simple, because Americans have a "love affair" with the automobile.

It will be complex, painful and expensive. But the cost of not moving toward solutions will be even greater in terms of our quality of life and of stagnation and gridlock that will damage our economy and our national ability to compete globally.

There are four basic areas I would like to suggest as key parts of the development of a national transportation strategy or master plan. They are alternative fuel, waterborne transportation, mass transit and greater use of rail transportation facilities.

However, since there are many people who simply will never be able to get out of their cars, we also must develop innovative and effective ways of managing traffic demand by managing commuters' driving habits. We must encourage commuters to kick the habit of commuting alone and to ride to work together and we must prioritize spending of highway improvement dollars on key congestion intersections and roadways. I call to your attention an excellent program in Connecticut called "Ride Together Connecticut—It's the Best Way to Work!" This program is an innovative attempt at persuading the public that it is in their interest to ride-share. In addition, we must seek to expand the concept of transportation management associations such as the popular Princeton TMA and KMM "Keep Middlesex Moving". These are examples of the business and public sectors working together to solve traffic congestion problems especially in the now dominant suburban corporate parks through the use of concepts such as staggered work starting and closing times.

On the subject of alternative fuels, an excellent organization known as "Inform" has completed a 2½-year research study into a comprehensive comparison of natural gas and methanol as potential clean fuel alternatives. They found that both alternatives would help, but that natural gas is more promising. "Inform" reported that natural gas lowers carbon monoxide emissions by as much as 90 percent and reduces by 15 percent emissions of carbon dioxide, while methanol achieves little reduction of these pollutants.

I strongly recommend that this Nation must address the transition over the next 10 years from petroleum products to alternative fuels. And part of the study must include the issue of how to pay for our transportation network if the revenues from motor fuels taxes are reduced.

The growing importance of mass transit, particularly in urban areas, as part of a balanced national system is obvious and requires no additional comment from me beyond one admonition. As part of our strategy on how to pay for our transportation needs, we must develop a permanent and separate method of funding for public mass transit.

There also must be greater recognition by the Federal and State governments of the key role that waterborne transportation can play—particularly in the movement of people and the movement of goods that now relies heavily on trucks. Waterborne transportation is cheaper and less harmful to the environment. In order to encourage the movement of goods by water, we urge that our national transportation strategy advocates support financially the necessary funding for dredging our port facilities, public and private, to keep our ports viable and competitive internationally. We must encourage use of waterborne ferries as an alternative transportation made for commuters. The use of our waterborne highways must be encouraged especially in the New York/New Jersey metropolitan region.

In a similar vein rail transportation for both people and goods must be encouraged as an alternative to cars and trucks.

As another transportation priority, we must preserve the user fee funding concept. Most of the Nation's highway system was built with funds allocated through the Federal-Aid-Highway Program and, since 1956, through the Federal highway trust fund and the imposition of user fees on motor fuel and other motorist purchases.

Under present law, highway user taxes dedicated to the fund and expenditures from the fund are scheduled to expire September 30, 1993.

There are some in Washington who view revenues from highway user fees, particularly an increase in the Federal gas tax, as a source of funds for reducing the Federal budget deficit. If adopted, this approach will have a serious long-term negative impact on the transportation infrastructure of our Nation and, more parochially, on New Jersey.

If we do not resolve the growing crisis of traffic congestion—particularly in the urbanized parts of our Nation—(such as New Jersey) we will all suffer the consequences in terms of health hazards from air pollution, death and injuries from accidents, economic problems from wasted time in moving goods and getting people to work and, above all, in a diminished quality of life for our people.

To confront this challenge now, the foundation of the New Jersey Alliance for Action has initiated an intensive, indepth study of our State's infrastructure needs and how to finance them.

A key thrust of this study will be translating into realistic and practical terms the benefits of meeting infrastructure needs and a risk assessment of the costs of not having adequate infrastructure. The analysis will include jobs, health and safety, productivity, the quality of the air we breathe, travel time and the costs, energy consumption, local and State tax revenues and New Jersey's ability to compete globally—all the things that impact our lives every day.

Clearly, this is a massive undertaking, but one which we feel must be done. With a distinguished quartet of cochairmen and nationally recognized infrastructure experts providing overall advice and guidance, we are confident that this report will help our national and State leaders grapple with this important issue.

Thank you.

STUDY OF TRANSPORTATION PROBLEMS

Senator LAUTENBERG. Thanks very much, Mr. Beachem. We appreciate the fact that you have got an effort going that touches all parts of the community, in particular, the business community, because they are the people who are perhaps first affected, though by no means the only ones affected. And they can make a difference. It is their point of view, their voices that are listened to, their advice that can raise the longer term questions about whether or not companies want to settle in New Jersey, whether they want to come here, whether they want to leave here, which would be a very serious problem for us and certainly one that has at least been talked about in newspapers. So the fact that you have conducted this study indicates how seriously the private sector looks at this infrastructure question.

You mentioned that Federal Reserve person proposes that $75 billion a year is lost. Is that nonproductive time?

Mr. BEACHEM. That is nonproductive time, Senator, quantified on a national—it is a macro figure.

Senator LAUTENBERG. I will conclude with Mr. Beachem. Then we will go right on with you, Mr. Edelman. One survey done in New Jersey said that 34 percent of the employers are having problems finding workers because of transportation problems. Is that a familiar number to you?

Mr. BEACHEM. I would say that would be a familiar number. And I would say it is a very serious problem in the corporate community.

Senator LAUTENBERG. Does it run throughout the State? That talks about north Jersey; does it not? Is it a problem throughout the State?

Mr. BEACHEM. My guesstimate is that it is, Senator. One of the interesting numbers that came out of the KMM Middlesex County statistics showed that there was a serious problem in recruiting workers. In fact, some companies were busing in workers from over 60 miles away.

In the case of the situation of Middlesex County and looking at the city of New Brunswick, where you have basically four major employers—and that is the city, the county, Rutgers University, Johnson & Johnson, and then Bristol Squibb.

There was a serious problem with all of these companies having a similar starting time, basically 8:30. And through the efforts of Freeholder Dave Crayfield, in that county, they are communicating now on staggering those work hours, even by 15 minutes for each company. It would be a significant improvement to the travel patterns in that region.

Senator LAUTENBERG. How important a factor is transportation among companies and businesses?

Mr. BEACHEM. It is absolutely critical, absolutely critical.

Senator LAUTENBERG. Because you are looking at the whole infrastructure, but the transportation element among them is, you say, critical, among the most important?

Mr. BEACHEM. I would say it is probably the most important, Senator, from not only the perspective of transporting your employees, but also from the perspective of transporting your raw materials.

Senator LAUTENBERG. And goods. How about finished products?

Mr. BEACHEM. Finished products. You know, if you have a production facility and you are relying on goods arriving at a certain time, they do not tend—people do not tend to think about that aspect of it, but that is also a significant serious problem in terms of a company's ability to meet the schedules.

Senator LAUTENBERG. Mr. Beachem, we appreciate your participation. With that, we will excuse you and thank you and go on to our last panelists here.

Mr. Edelman, of Transcom, give us a word about Transcom. We have your text here, and we ask you to try to confine it to a 5-minute summary. Again, a full statement will be included in the record.

TRANSCOM

STATEMENT OF MATTHEW EDELMAN, MANAGER

ACCOMPANIED BY TOM BATZ, MANAGER, TECHNOLOGY DEVELOPMENT PROGRAM

Mr. EDELMAN. Thank you. Good morning. I am Matt Edelman, manager of Transcom, which is headquartered in Jersey City. With me today is Tom Batz, who is on loan to Transcom, from New Jersey Department of Transportation. Tom is managing our technology development program, which includes the initiatives being funded by some $3 million from FHWA. Transcom and its member

agencies are most appreciative of all you have done in obtaining this support from FHWA.

All of the transportation systems in the major metropolitan regions of the United States have to contend with interjurisdictional issues in managing traffic. None compare, though, to the New Jersey/New York region in the sheer magnitude and complexity of the jurisdictions involved. There are numerous departments of transportation, toll authorities, transit agencies, and State, county, and municipal police agencies playing a significant role in managing the transportation system. A trip from central New Jersey to Westchester County could put you in the hands of well over a dozen agencies.

How do all these agencies get together to manage major, nonrecurring incidents? No matter how proficient they are in managing traffic, they often have an impact on each other and need each other's help when major disruptions occur. This is why the 14 major agencies in our region formed Transcom in 1985. Transcom's members include New Jersey Department of Transportation, New Jersey Transit, the highway authority, the turnpike authority, and the State police. It is funded and staffed jointly by its members. Policy is set by our executive committee, currently chaired by New Jersey Department of Transportation commissioner, Tom Downs.

Through our operations information center, we can get the word out quickly to whoever may be affected when an agency or facility calls to report an incident. Facility operators must deal primarily with the onsite problems of clearing an incident, such as removing the injured. Interagency communications is not, nor should it be, their first responsibility. Through one call to Transcom, Transcom can get the word out simultaneously to any agency that could be affected, as well as to the four radio traffic services. We do this through sending information on the incident to selected agencies on an alphanumeric pager which each network participant has in its communications center—and which has been going off periodically during this hearing.

As is shown by this first chart, utilization of Transcom's network is continuing to increase significantly. Every quarter on the right shows an increase over the quarter of the previous year. One of the key reasons for this is shown on the next chart on the left—network coverage has expanded. There are now almost 100 participants on the system. Sharing information among 14 member agencies may sound like it gets you significant coverage, but it does not in itself provide the coverage needed.

As an example, in order to add the Pulaski Skyway into our system, we had to add the police departments of Newark, Jersey City, and Kearny. Utilization of our network——

Senator LAUTENBERG. How about the Hudson County Police?

Mr. EDELMAN. They are on, too.

Senator LAUTENBERG. OK.

Mr. EDELMAN. They do not patrol the skyway, but they are on, too.

Utilization of the network is also increasing due to our expanding hours of operation. We were originally open weekdays from 7 a.m. to 7 p.m. We worked our way up to being open round the

clock, 365 days a year, having reached that milestone this past Memorial Day weekend.

For the most severe incidents, our traffic management function goes well beyond incident notification. We have formed interagency incident management teams for six highway corridors, including the Raritan River Bridges, the Staten Island Bridges, and, most recently, Interstate 280. Transcom serves as staff to these teams. Cooperatively, the team members preplan communications responsibilities and traffic diversions.

Beyond the work of these six teams, Transcom is increasing its use of its member agencies' electronic variable message signs, or VMS, as regional traffic management tools. Last week, a tractor-trailer accident in Bergen County closed down I-95 for several hours, severely impacting the George Washington Bridge and roadways to the east. At Transcom's request, New York State Department of Transportation, the New York State Thruway, the Triborough Bridge and Tunnel Authority all quickly mobilized variable message signs to advise motorists going to New Jersey to keep out of the I-95 corridor. We are making use of member agencies' VMS several times a week at this point. This effort makes even greater use of existing resources. There is little or no incremental cost involved.

With the exception of New York State Department of Transportation's inform system on Long Island, the turnpike, and a few other applications, traffic management technology in this region tends not to be as sophisticated as that in other major regions, such as Chicago or Los Angeles.

When an incident is called into Transcom, it is most likely to have been detected by a police or traffic officer who arrives on the scene. In this region, we do not rely primarily on remote detection systems, but there is no reason we need to live within these limits indefinitely. There are technologies available. And, with the funds that you have helped us obtain from FHWA, we plan to work with our members to put them to use.

For incident detection, our work involves funding for remote video surveillance. These systems will be installed at some of the highest incident areas in the region. The image will go directly to the member agency with operational responsibility for the roadway involved. The expected decrease in detection time should result in a corresponding decrease in clearance time. Research has shown that a reduction in every minute of incident time causes a corresponding reduction of 4 minutes in delay time.

For getting the word back out to the motorist, our FHWA program involves funds for Highway Advisory Radio, or HAR. We are making increasing use of the existing systems at the Lincoln and Holland Tunnels and at Newark Airport. HAR is a proven tool. The prospect of having more systems available upstate from high-incidence areas is an exciting one.

There is growing interest in the combination of technologies referred to as intelligent vehicle highway systems, or IVHS. IVHS holds the promise of being one of the best tools for easing the congestion crisis. If IVHS is a potential revolution, Transcom wants to make sure that our region participates. Transcom's FHWA funding is critical in helping us to do this. We are working with our mem-

bers to establish an IVHS in the New Jersey to Staten Island corridor, building on automatic vehicle identification technology.

In closing, I want to stress that every day, Transcom is showing that agencies in New York and New Jersey are willing to help each other for the good of the traveling public and the region. It is this cooperation that has enabled us to obtain an increasing share of resources from FHWA, UMTA, and the private sector. If this region is to make the best use of the traffic management technologies that will be available in this next decade, this cooperation must continue to grow.

Thank you very much, and I look forward to responding to your questions.

PREPARED STATEMENT

Senator LAUTENBERG. Thank you very much, Mr. Edelman. Your prepared statement and your charts will be made part of the record.

[The statement follows:]

STATEMENT OF MATTHEW EDELMAN

Good morning, Senator Lautenberg. My name is Matthew Edelman. I am the manager of Transcom, which has its headquarters in Jersey City. I am accompanied today by Tom Batz, who is on loan to Transcom from the New Jersey Department of Transportation. Tom is managing our technology development program, which includes the initiatives being funded by some $3,000,000 from the Federal Highway Administration [FHWA]. Transcom and its member agencies are most appreciative of all you have done in obtaining this support from FHWA.

All of the transportation systems in the major metropolitan regions of the U.S. have to contend with interjurisdictional issues in managing traffic. None compare, though, to the New Jersey/New York region in the sheer magnitude and complexity of the jurisdictions involved. There are numerous departments of transportation, toll authorities, transit agencies and State, county and municipal police agencies playing a significant role in managing some aspect of the transportation system. A trip from central New Jersey to Westchester County, New York could put you in the hands of well over a dozen agencies.

How do all these agencies get together to manage major, nonrecurring incidents on the transportation system? No matter how proficient they are in managing traffic, they often have an impact on each other, and need each other's help when major disruptions occur. This is why the 14 major transportation agencies in our region formed Transcom in 1985. Transcom's members include the New Jersey Department of Transportation, New Jersey Transit, the New Jersey Highway Authority, the New Jersey Turnpike Authority, the New Jersey State Police and corresponding agencies in New York. It is funded and staffed jointly by its members. Policy is set by our executive committee, currently chaired by NJDOT Commissioner Tom Downs.

Through our operations information center, we can get the word out quickly to whoever may be affected when an agency or facility calls to report an incident. Facility operators must deal primarily with the onsite problems of clearing an incident, such as removing the injured and clearing damaged vehicles. Interagency communications is not, nor should it be, their first responsibility. Through one call to Transcom on its 800 number, Transcom can get the word out simultaneously to any agency that could be affected, as well as to the four major radio traffic services. We do this through sending information on the incident on an 80-character alphanumeric pager which each network participant has in its communications center. A PC permits us to send the message out selectively, only to those facilities which are actually affected.

As is shown by this first chart, utilization of Transcom's notification network is continuing to increase significantly. One of the key reasons for this is shown on the next chart—network coverage has expanded. There are now almost 100 participants on the pager system. Sharing information among 14 member agencies may sound like it gets you significant coverage but it doesn't in itself get you the network you

need. As an example, in order to put the Pulaski Skyway onto our system, we had to add the police departments of Newark, Jersey City and Kearny, since these are the agencies responsible for incident response on different sections of this roadway. Utilization of the network is also increasing due to our expanding hours of operation. We started out being open weekdays from 7 a.m. to 7 p.m. We have worked our way up to being open round the clock, 365 days a year, having reached that milestone this past Memorial Day weekend.

For the most severe incidents, our traffic management function goes well beyond just incident notification. We have formed interagency incident management teams for six of the most complex highway corridors in the region (in New Jersey, this includes the Raritan River bridges; Route 495; the New Jersey to Staten Island corridor; and, most recently, Interstate 280). Transcom serves as staff to these teams (each made up of some 10 to 25 agencies). Cooperatively, the team members preplan communications responsibilities, local traffic diversions around the incident, and regional traffic diversions away from the area of the incident. Traffic in our region being what it is, we have certainly had opportunities for making good use of the work of these interagency teams.

Beyond the work of these six teams, Transcom is increasing its use of its member agencies' electronic variable message signs [VMS] and highway advisory radio [HAR] as regional traffic management tools. Last week, a tractor trailer accident in Bergen County closed down the I-95 southbound local and express lanes for several hours, severely impacting the George Washington Bridge and other roadways to the east. In response, Transcom had its New York member agencies keep traffic away from this corridor altogether. The New York State Department of Transportation, the New York State Thruway Authority and the Triborough Bridge and Tunnel Authority quickly mobilized their VMS to advise motorists going to New Jersey to keep out of the I-95 corridor. Similarly, the port authority and New Jersey agencies, such as NJDOT, the Garden State Parkway and the New Jersey Turnpike, have been responsive in providing their VMS and HAR, at Transcom's request, for incidents in the other direction. Transcom is making use of its member agencies' VMS and HAR several times a week at this point. This effort makes greater use of existing resources, and little or no additional cost is involved.

With the exception of the New York State Department of Transportation's Inform system on Long Island, the New Jersey Turnpike, and a few other applications, traffic management technology in this region tends not to be as sophisticated as that in other major regions, such as Chicago or Los Angeles.

When an incident is called into Transcom, it is most likely to have been detected by an eye witness, usually a police or traffic officer who arrives on the scene. In this region, we rely primarily on human beings in the field, rather than on remote detection systems. There is no reason we need to live within these limits indefinitely, though. There are technologies available and with the funds that you have helped us to obtain from FHWA, we plan to work with our members to put these technologies to use.

For incident detection, for example, our work involves funding for remote video surveillance. These systems will be installed at some of the highest incident areas in the region. The video image will go directly to the member agency with operational responsibility for the roadway involved, as well as to Transcom. The expected decrease in detection time should result in a corresponding decrease in clearance time. Research has shown that a reduction in every minute of incident time causes a corresponding reduction of 4 minutes in delay time.

For getting the word back out to the motorist, our FHWA program involves funds for highway advisory radio [HAR]. We are making increasing use of the existing systems at the Lincoln and Holland tunnels and at Newark International Airport to warn motorists of problems ahead. HAR is a proven tool which we utilize frequency. The prospect of having more systems available near high incident areas is an exciting one.

There is growing interest in the combination of technologies referred to as intelligent vehicle/highway systems [IVHS]. IVHS holds the promise of being one of the best tools for easing the congestion crisis. If IVHS is a potential revolution, Transcom wants to make sure that our region participates. Transcom's FHWA funding is critical in helping us to do this. We are working with our members to establish an IVHS in the New Jersey to Staten Island corridor, building on automatic vehicle identification technology. I look forward to going into more detail on this, if you wish, during the question period.

In closing, I want to stress that every day, Transcom is showing that agencies in New Jersey and New York are willing to help each other for the good of the traveling public and the region. It is this cooperation that has enabled us to obtain an

increasing share of resources from FHWA, the Urban Mass Transportation Administration and the private sector. If New Jersey and New York are to make best use of the traffic management technologies that will be increasingly available in the next decade, this cooperation must continue to grow and I believe it will.

Senator Lautenberg, thank you very much for the opportunity to speak to you this morning. I look forward to responding to your questions.

TRANSCOM

INCIDENT NOTIFICATIONS
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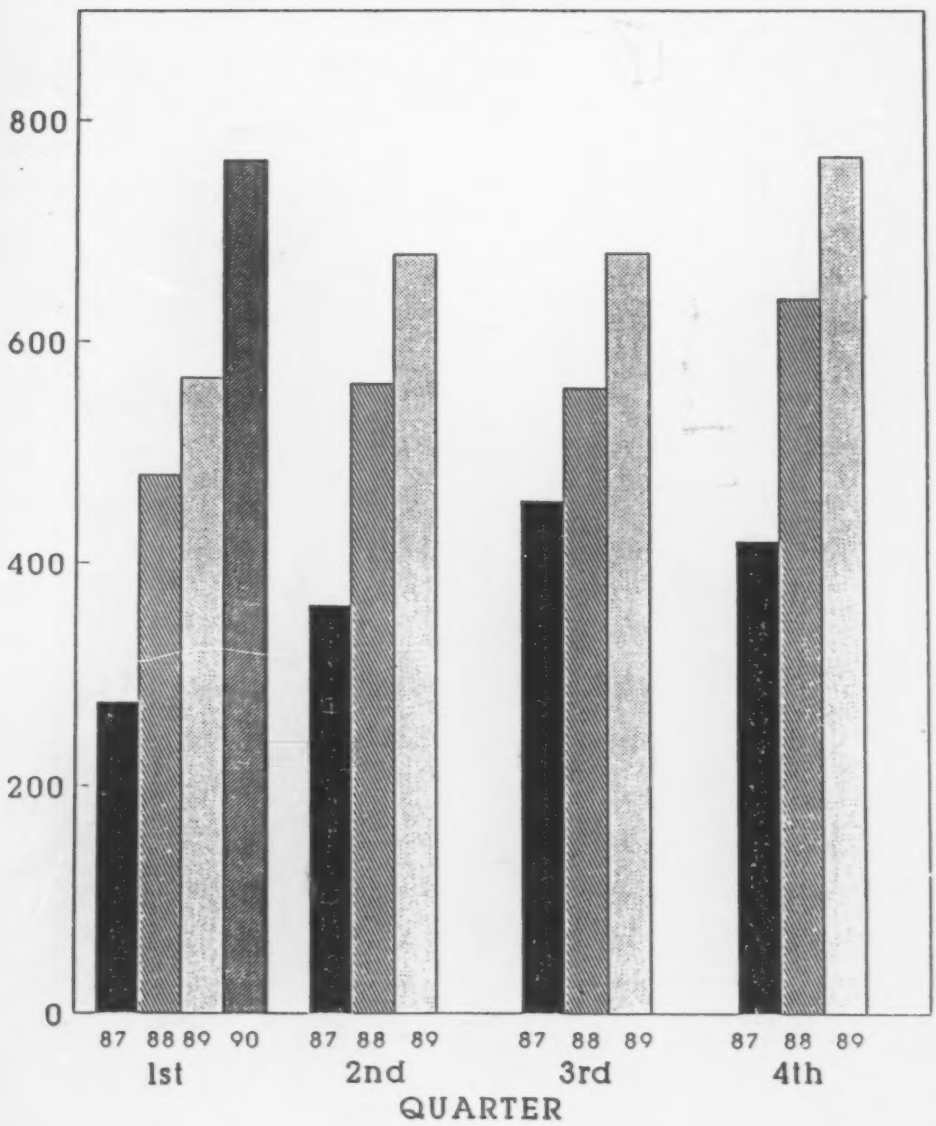

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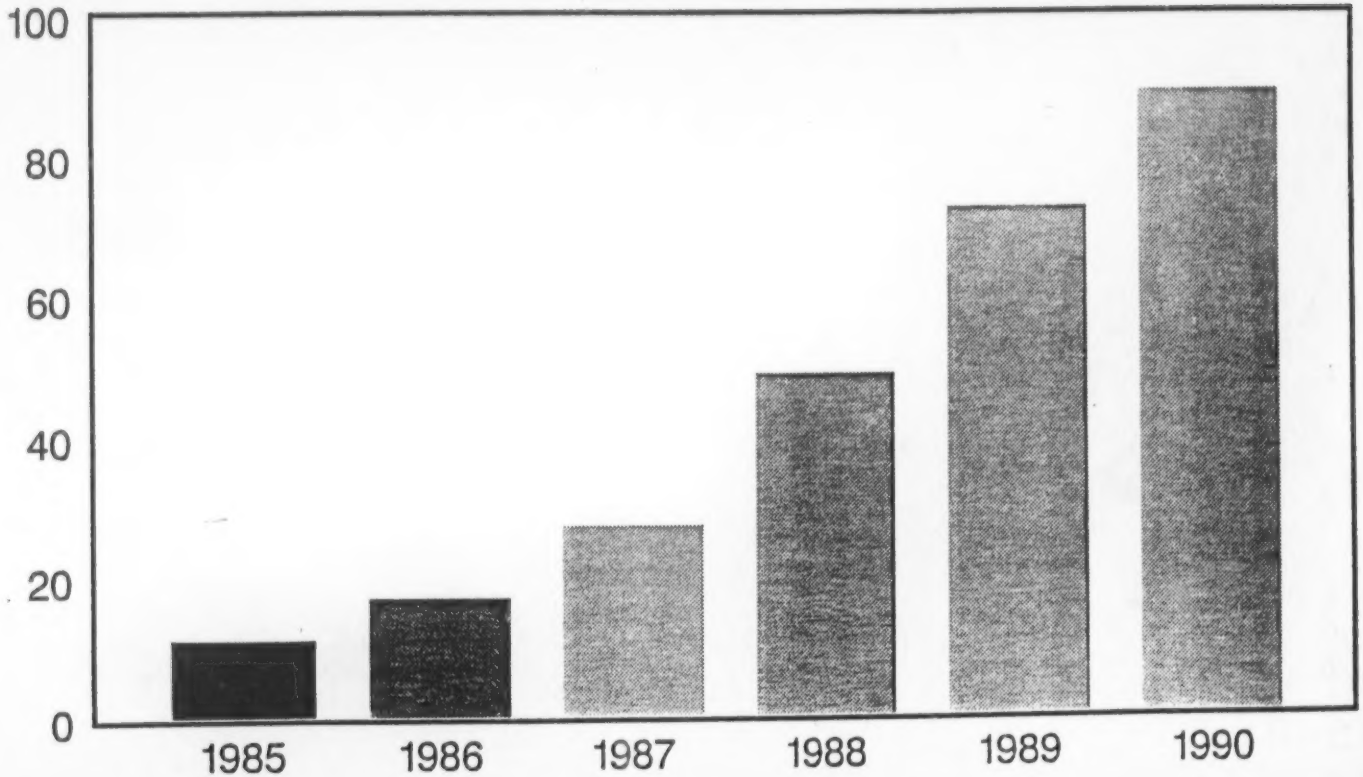
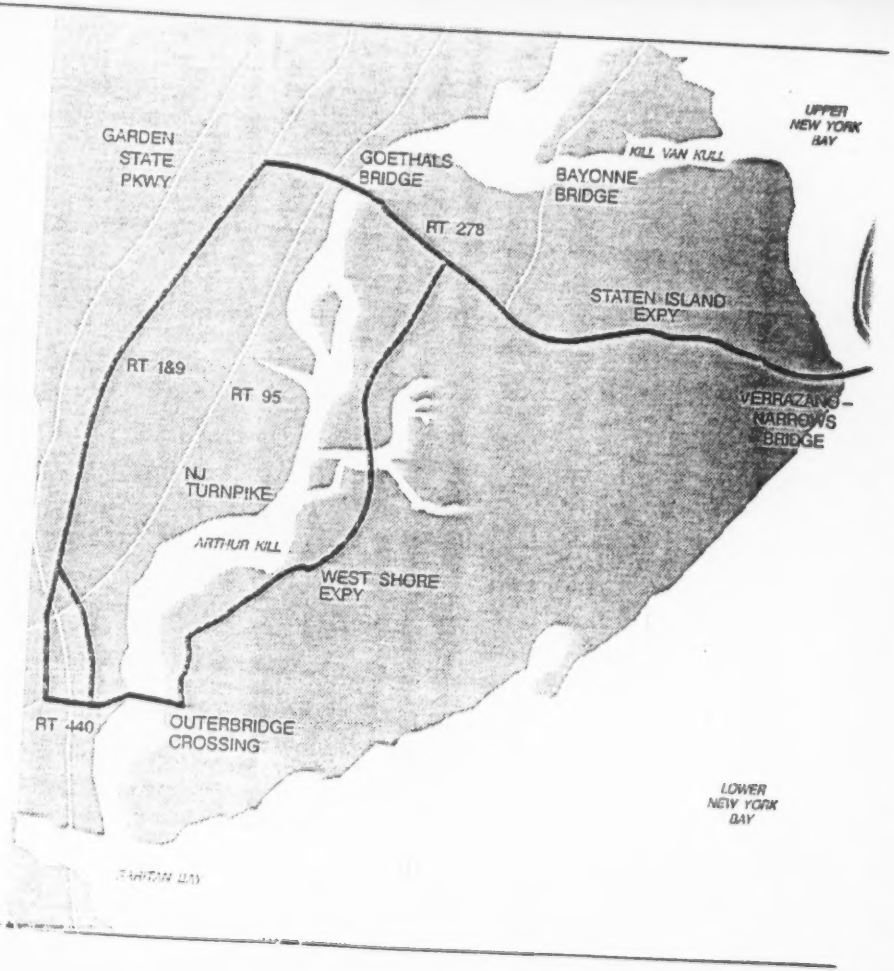
AGENCIES ON PAGER NETWORK



TRANSCOM

IVHS
Stage 1 System

New Jersey
to
Staten Island



STATUS OF FUNDING FOR TRANSCOM

Senator LAUTENBERG. Mr. Edelman, last year in the fiscal 1990 transportation appropriations bill, I was able to secure an earmark of $3 million for Transcom to help alleviate the congestion problems in the region we are talking about, New York and northern New Jersey. What is the current situation with that funding? Give us an update there.

Mr. EDELMAN. We are at the point right now—we are ready to go to FHWA for final approval of the work plan which will let funds flow. We knew when we were going into this that if we had to have all 14 of our members approve a work plan, it would be years before we got it done. So since FHWA is most comfortable working with State departments of transportation, we said to our 14 members: "You are all equals, but some of you are more equal than others," in that case, the departments of transportation. So they are the only agencies that have been given the power to approve the work plan. The staff has met with FHWA in Washington and Albany, which is the regional headquarters. The work plan has been approved by New Jersey Department of Transportation and New York State Department of Transportation for rating by FHWA. And, after that, funds can flow.

If I could, I would like to go to the charts and explain what we are doing substantively with the moneys.

Senator LAUTENBERG. OK, now, in short form, whoever wants to do the chart.

Mr. EDELMAN. OK. Just putting this thing into context of how they relate to incident detection and response. The first technology is remote video surveillance. That is going to be for incident detection.

Take an example of Route 417 in Bergen County. Now, Bergen County Police are in charge of patrolling those roadways. That incident is detected by the officer on site when he gets to it when in the midst of his patrol he finds out or he is radioed. You can find out about an incident 1 minute after it happens or 30 minutes, depending on how quickly the police find out. When that incident is detected, Bergen County Police phone Transcom about the incident, and we get the word out to affected agencies.

Now, what the video is going to gain us and Bergen County Police is the following: The image will go directly into Bergen County Police, which, if they get this, are committed to monitoring that image 24 hours a day 7 days a week. Not only do they very quickly detect the incident, but they can very quickly verify the incident so they can determine: Do they need ambulance? Do they need firetrucks?

Senator LAUTENBERG. What is the image that they get? Is it a video image?

Mr. EDELMAN. It is a video image, hopefully a realtime video image, depending on how far it is.

Senator LAUTENBERG. Where is the camera?

Mr. EDELMAN. The camera would be determined by New Jersey Department of Transportation engineers in terms of location at the interchange and how many cameras would be needed to bring the

interchange in—Tom, I do not know if the staff has actually quantified the number of cameras.

Mr. BATZ. I think what we are talking right now is having two cameras, one covering one part, one-half of the intersection, and another one covering the other half.

Senator LAUTENBERG. Now, that is for every major intersection?

Mr. EDELMAN. Well, the funds that we have available should give us video at 3 to 10 of the highest incident sites in the region.

Senator LAUTENBERG. And you have got a long ways to go.

Mr. EDELMAN. Absolutely.

Senator LAUTENBERG. Let me ask you something that just did occur to me. With the increasing use of cellular telephones, does anyone—frankly, I have used mine to report various things along the road. Is there any agency communication that says, if you are in this area and you see a problem, please phone, you know, 800 accident or whatever it is? I mean, that is a heck of a force out there that can be available as an assistance. It is almost like CAP or one of those other things, agencies that report accidents. And I do not ever see anybody asking that, because I know sometimes you dial 911, you get a totally different area than the one you are in terms of police. At least, that is what I found.

Mr. EDELMAN. The willingness to use cellular telephones really varies from agency to agency. The port authority is starting a program, because they do not have videos on the lower deck of the George Washington Bridge, to encourage people to phone in on cellular incidents to the communication center. New Jersey State Police monitor 911 calls that come in on the cellular from the interstate systems. In Westchester County, the New York State Police have signs which actively state "State Police monitor 911."

Senator LAUTENBERG. But does Transcom say anything out there? Are you the wholesaler in this case waiting for the info?

Mr. EDELMAN. I suppose cellular would help our members just as would video detection get the information—detect the information so that we, in turn, can get it to the consortiums. We, at this point, would not have the staff.

Mr. BATZ. There are two areas that are using cellular phones. Both Chicago and Los Angeles have both put in systems. But they have found they are very manpower intensive, because once you have an incident, you do get a lot of phone calls coming in.

Senator LAUTENBERG. But there is enough sophistication out there to log these things into tape that you can just go through. There is a lot going on out there.

Mr. EDELMAN. So that was the example of how the video imaging is going to reduce, in our opinion, detection time and that of all the corresponding benefits in terms of reducing congestion.

Senator LAUTENBERG. What I found is that I get some notice that says be aware of the fact that on 95 there is an accident, an overturned trailer truck. And there I am stuck in the middle of the congestion 3 miles back. The only way you can go is up, and my car does not have that facility. So it is of some help, but it is for those who are about to get in the loop. But, if you are stuck in that 5-mile line with nowhere to go, I have never seen frustration in the motorists like you see today. I mean, people, if the curb is less than 1 foot high, over they go with their land vehicles. But this is an

excellent idea in terms of the cooperation we see. Is there anything else there?

Mr. EDELMAN. Yes; we talked about highway advisory radio as a proven tool for getting the word out to the motorists. It is faster for the member to use the highway advisory radio to say there is an accident ahead than for Transcom to say, "Hey, do we use that system to tell somebody about an accident downstream or upstream to affect transportation behavior?"

We are already doing this with the Lincoln and the Holland Tunnel. For example, if there is a problem on Canal Street, Manhattan will call the Holland Tunnel and say, "Put this on your highway advisory radio."

All the problems with I–78 over the summer, we use the highway advisory radio. If you are familiar with the opening of the major furniture store at interchange 13–A——

Senator LAUTENBERG. You mean IKEA; no, I am not.

Mr. EDELMAN. We commandeered Newark Airport's highway advisory radio system with announcements to keep away from 13–A to support the turnpike in case of an emergency and they had to close.

Senator LAUTENBERG. Do you have any members from New York City.

Mr. EDELMAN. New York City DOT, Triborough Tunnel Authority, and MTA.

Senator LAUTENBERG. Do you ever talk with those guys about expediting traffic on Canal Street, the places that have you stuck in those tunnels because you cannot get out of there? That would help expedite traffic. Is there any agency to your knowledge in the area that says, "OK. This is all interconnected"? You heard Senator Mazur before talk about the fact that the Cross Bronx Expressway, if you get some water in the roadway, just backs up everything. Is there anyone around anyplace to your knowledge that says, "OK. That is a universal problem, and you cannot have police at the outflow end of the Lincoln Tunnel in New York City moving that traffic toward the outflow end when the traffic is reversed"?

I mean, I have come out of the tunnel so many times at different hours of day and night and seen no visible reason why it is that traffic is backed up except that nobody is doing anything about it. I remember the days when, on the Garden State Parkway, they used to have policemen there with loudspeakers saying, "Move it. Move it. Move it. Move it."

And, boy, you could see that traffic pick up. But when you get off in New York City and they are gridlocked at 41st Street and 9th Avenue—if I have got the right street—and it is like this and nobody is moving, you know, it would be great to get a phone call or radio advisory through Transcom saying they are really struck out there, one-half-hour delay between you and the next corner. I mean, I just wish that we had a more active system.

I think what is happening here is excellent. But I would like to see one of these days—and I hope that we can communicate with the press that New York City understands that it has an obligation to move the traffic through; that it does not gain by any traffic congestion. The port authority has its obligation to move traffic

through, and so it is with the other agencies as well. Anything else?

Mr. EDELMAN. Can I just respond to your question about the regional agencies being regionally focused. Specifically, on the issue of Manhattan and your point about Canal Street, all of our members, as you can imagine, are competing aggressively for their share of these moneys for the videos. New York City's first suggestion to us was cameras on Canal Street near the exit on the Holland Tunnel to help them perceive problems and send traffic agents to the scene.

Senator LAUTENBERG. They just need a copy over the radio.

Mr. EDELMAN. With regard to the issue of the greater regional impact and the interplay, for instance between the Cross Bronx Expressway and the George Washington Bridge, it was about 2 years ago when Transcom found out that FHWA was having a nationwide competition to designate the six most complex congested corridors in the region.

And we did not want to be in a position where FHWA said, "Well, we will give it to Chicago or give it to Los Angeles because in New York there are all these agencies and they are always feuding with each other and always thinking of themselves." So with the support of New Jersey DOT, the port authority, New York State DOT, and New York City DOT, we said, "Hey, our corridors are as complex and as congested as any in the country. Let's try to win the competition."

And we did. And we persuaded FHWA, and they are in the final stages of a study which is going to look at all the operational interconnections between, for instance, a flood on the Cross Bronx Expressway and gridlock in Bergen County. They are talking about primary operational suggestions, technologies that are proven. And they are going to give a challenge to those four agencies to say, "Here is how you can do something about all these interconnections." I think that thought is there.

If I may, the final thing, I will just focus on the IVHS, which would complete my answer to your question about what we are doing with the $3 million. What we are looking at in this region is to try to have a smart highway, but a smart highway which does not build on what they have in Chicago or Los Angeles, where they have the reduction loops in the roadway. We have them on the turnpike. We have them on Long Island Expressway. But they are almost no place else in this region. We are way behind the other regions in that regard.

And, if we have to start spending tens of millions of dollars to widen up our roadways in a similar—it would take us a very long time, a lot of money, and the technology itself is becoming a bit dated.

So we said there is a revolution going on in IVHS; how can we participate? We do not have the kind of smart wired roadways that they have in Los Angeles. Maybe we can build on what we do have. And what is our biggest strength? We have a lot of tolls. We have a lot of toll booths. And it may be a problem in terms of traffic management. But tie that into automatic vehicle identification, and it is also a strength.

So we knew that there is an automatic vehicle identification demonstration taking place at the Goethals Bridge, one at the Verrazano-Narrows Bridge. We said, "Let us build on that and not just use it as a collection system, but use it as an incident detection system." And what we plan to do working with FHWA with this $2 million was expand the number of trace vehicles that are now in the system. Right now, you have got truckers and State vehicles.

Expand the number of vehicles so that any time of the day or night they are going through this system. And then what we would do is rather than just having readers in these two places have readers every few miles and then expand these readers so we get interstate down to Route 1-9, Route 440, and back up to the West Shore Expressway, so we truly have a system where you can start doing some conversions.

By increasing the number of readers——

Senator LAUTENBERG. If you put that on Route 1——

Mr. EDELMAN. Right.

Senator LAUTENBERG. So you are saying it has nothing to do with tolls, but there are electronic readers someplace along the way that will say there is a lot of vehicles building up. But you know that. You do not have to spend millions of dollars to find out that traffic is backed up there. I mean, that is visual.

Mr. EDELMAN. The difference is that that system would not be for repairing congestion. It would be——

Senator LAUTENBERG. Just tracking.

Mr. EDELMAN. Accident-related incidents. In other words, there would be a computer which could tell you at any time of day what normal traffic is on 1-9 in Elizabeth. Even if it has slowed to a crawl, the system and the readers would not indicate an incident that needed to be responded to.

If something was out of the ordinary and you had an overturned tractor-trailer in Elizabeth on 1-9, the computer would say the flow is not 5 miles per hour; it should be 5 miles an hour. That would send off an alarm at Transcom, which in turn can call the Elizabeth Police Department to respond.

None of these roadways are regularly patrolled. So incident detection time can be very high. If we can make a detection of an incident within 1 to 5 minutes and turn that in to the New York Police, the Elizabeth Police, Perth Amboy Police, and get them out there faster, then without reduction of police on the road, without any extensive system, building anything up, we are going to be able to take a corridor and find out what is going on remotely and quickly, sometimes one-half hour faster than we have now. And that is what we are going to try.

Senator LAUTENBERG. I am shocked to hear you say that these roads are not patrolled regularly. You mean that they just do not have police patrol schedules?

Mr. EDELMAN. Well, with regard to New York, there are New York Police Department patrols that are on the highway on and off, but they have a huge responsibility, as does Elizabeth Police or Perth Amboy Police, just dealing with the problems of their community.

So they do their best to be on the highway when they can, but in terms of dedicated focus all the time on highways, it is hard to

permit them to deal with the problems of being an urban police department and use them efficiently.

Senator LAUTENBERG. I would love to see a system that says when there is delay of more than 5 or 10 minutes in front of a tollgate that a camera reads that and issues a signal to the tollgate to open up and let people go through free, because I think the biggest insult in the world is to have to wait to pay your money, because supposedly you are buying good access; you are buying a transportation facility. And, instead, cars are backed up for miles waiting to pay. That is outrageous.

And I have been wanting to propose this for some time, as my staff knows, that you draw a red line on the highway and once traffic gets past that red line, everybody goes free until they are up and caught up with that red line, again. And that would have these various authorities understand that the driver is not the only one that is going to pay for this, but the authority itself is going to have some costs involved instead of just leaving these gates idle and letting people back all the way up to Newark Airport to get off at 16-E, which is the area I live in.

Besides technology fixes, Mr. Edelman, what else do you think is necessary to solve this region's congestion problem?

Mr. EDELMAN. It was spoken initially at the hearing about the cost of congestion. And 50 percent of that congestion is caused by incidents, not by volume. As an example, the——

Senator LAUTENBERG. Who says?

Mr. EDELMAN. FHWA research.

Senator LAUTENBERG. I would like to see that. Fifty percent of the delays are caused by incidents?

Mr. EDELMAN. That is correct.

Senator LAUTENBERG. Not just by volume.

Mr. EDELMAN. That is correct. As an example, the Cross Bronx Expressway-George Washington Bridge corridor works quite well when there are no incidents. The problem is that there are incidents all the time.

Senator LAUTENBERG. Why are the incidents always between the commuting hours? It seems to me that that is volume. But I would like to see that study.

Mr. BATZ. The problem with Route 95 on the normal traffic is that—from the congested corridor project that FHWA is now running—on a normal day with the volumes that are on there, traffic would run 35 to 40 miles an hour. But what happens is when you are running that much traffic through that kind of corridor with no shoulders, you know, the congestion you have, you are almost guaranteed at least one incident during the rush hour per day. Once you get that incident, it has such an effect on traffic, if you close one lane of a four-lane roadway when you know the volume is almost at capacity, it just backs everything up so quickly. And that is the problem.

Senator LAUTENBERG. But the thing that mystifies me, I must say that I think you are on to something very important here. But, in terms of solving the problem on a macro basis, if you are on that Route 95, Route 80 connection into the Washington Bridge, and that trailer truck is broken down or jackknifed or something, or

there is a multiple-car accident, you can get all the announcements you want, but it is not going to alleviate the situation.

So my question is what else can we do to alleviate? Do you see transit as a part of the equation, or do you focus exclusively——

Mr. EDELMAN. We focus significantly on transit as well. To respond to your question, first, with regard to that vehicle on Route 95, if we had an extensive regional variable message sign system and we had an extensive detection system, instead of that traffic backing up to the George Washington Bridge and the George Washington Bridge calling Transcom and saying what is going on and then checking with Bergen County Police and eventually finding out, if we could get that detection time down like, if on top of it we could have put that variable message signs, we are not talking 30 minutes after the accident happened but 5 minutes, 2 minutes, then all that traffic that should have gone to the Tappan Zee Bridge or tunnel but instead got caught——

Senator LAUTENBERG. There is already a 20- to 25-minute delay there. So what you are saying is the solution is to add to the, at least, sure way to get across?

Mr. EDELMAN. With regard to the issue of incidents, I think beyond the technologies, we are doing, in addition to incident management, we need incident avoidance, driver education and truck safety programs and things like that. That is the original cost of that low-tech solution. But we would not need as much technology if we could avoid those incidents altogether in the first place.

With regard to transit, we have an active transit program as well. And we have Path, and New Jersey Transit and New York Transit programs on our program. We are doing incident management planning for rail lines going to Penn Station from Long Island, funded by UMTA.

We have already done a similar plan for outages on Path between Jersey City and Newark. And we have an application in to UMTA for another study grant to do on the west side of Penn Station with the rail lines what we are doing on the east side. Our feeling is everything we have learned from interagency cooperation on the highway side would be applied as well on the transit side. We certainly plan to do it.

Senator LAUTENBERG. Did you mention the Washington Bridge, 95 corridor, study as a congested corridor program, what is the status of that review? Do you know?

Mr. EDELMAN. That is almost completed.

Mr. BATZ. Right. That should be completed early this summer, and what they are doing is coming up with options that they will recommend that the agencies in the area install. Some of the options are—there are three areas. One is to decrease detection time of incidents. And what they have come up with is more closed-circuit television to tell when the incidents are occurring and, also, the incident reporting telephone number, which you had mentioned. That is one of the options they are including.

The second group is ways to decrease responsive clearance times. One of the ways that—one of the options is to put additional tow trucks, station additional tow trucks at positions along the corridor so that when something happens a tow truck can get to the incident much quicker. Another one would be since there are no shoul-

ders, include areas where people can pull over when there is an incident, where the tow truck can push out a stalled vehicle into a bay to decrease the time that they are blocking the lanes.

You also have a problem that occurs when an incident occurs, the emergency vehicle cannot get to the incident because it is backed up. So they are talking about making emergency access points in the median barrier and also from the local streets so that they have other areas that the emergency vehicles can get to the accident or to the stalled vehicle.

And then the last one is to come up with special equipment, purchase special equipment. When you have a vehicle that is overturned, you have got a leakage of a tank truck that the agency can then put the material in.

And the third one is motorist information, getting the message back to the motorist about what is happening up ahead. And they came up with three options there. One is to improve signing leading, in the New Jersey side, leading into the bridge. The second one is to add a crossover from the express roadway to the local, so that you have a way for those people to get out of there.

Senator LAUTENBERG. Well, motorists have found a way. And that is to drive across the island, out of the island.

Mr. BATZ. And the last one is highway advisory radio, the inclusion of more highway advisory radio.

Senator LAUTENBERG. The FHWA, in its budget for fiscal year 1991, asking for $13 million for intelligent vehicle, intelligent highway programs. They are going to be soliciting proposals for projects. Is Transcom going to request any of these funds?

Mr. EDELMAN. Our first priority, of course, would be following through with the funds that have already been provided. But there are certainly many opportunities building on that. First would be if it applied to the category of IVHS is building on what Tom Batz described. We sought FHWA out and said put this George Washington Bridge corridor under a microscope. And they accepted the challenge. And then we are going to get a challenge back, which is you need to invest in some technology here. We would love to see some of the results that come out of that study, follow through with some resources.

The second thing that we could see is if the first stages of our IVHS on Staten Island are a success, then there can be a possible geographic expansion of that on other roadways in New Jersey, building on that incident detection system.

The third thing that could possibly qualify for the IVHS category is I talked about our use of variable message signs. Well, those signs right now are not necessarily at optimal points. Some agencies have the money for them, and others do not. We have a network, but it is not rigorously planned. And that would be our hope, that we could start building a regional variable message sign system.

Senator LAUTENBERG. Well, I think your agency serves an important function. The things that you do certainly should assist in relieving some of the congestion. One thing, I think, however, we learn as we discuss this—and we will be reviewing the transcript to make sure that we do not leave anything out—is that, as I see it, there ought to be a traffic coordinating counsel that has similar

functions; that is, to get the personnel out there to move this traffic along, so we are not backing up.

I wish that we could measure how much of the tunnel backup, how much of the bridge backup, is due to congestion within those facilities or how much is due to what happens once you get out of the hole. And I would have to tell you on a personal observation basis, I think there is plenty of delays that are caused by sheer neglect as opposed to overt action by the various police departments, including New York City and New Jersey, to just move that traffic along.

It is outrageous that with, now, the total disregard that motorists have for traffic lights, signals, et cetera, that they can be left to their own devices to solve a gridlock problem at the corner of 9th or 8th or what have you on those streets in New York City and holding the motorists that way, the tollgates that are not sufficiently manned and expedited.

And I think that we are on the right track as we develop electronic recognition of the tollpayers' obligation. But you are still going to have to have enough people out there collecting money. And one of the problems that has not yet been completely thought out, what happens to the air quality in these tollgates, what people have to endure as they sit there collecting tolls as the buses pass by spewing their noxious fumes all over them.

And there is a lot that has to be done. You serve one very important part of that. We commend you for it. But I think that there has to be several things added to this stew to make it really taste like it is the right thing to eat.

CONCLUSION OF HEARING

With that, we thank you very much and recess this hearing and would ask that you respond to any written questions. The subcommittee will recess and reconvene at the call of the Chair.

[Whereupon, at 12:20 p.m., Tuesday, June 5, the hearing was concluded, and the subcommittee was recessed, to reconvene subject to the call of the Chair.]

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